

Town of Appleton Comprehensive Plan

2004-2005

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INTRODUCTION – EXECUTIVE SUMMARY

Appleton is a small community of about 1,306 residents in northernmost Knox County, Maine, about 15 miles inland from Penobscot Bay and the coastal towns of Camden and Rockland, about 30 miles east of the state capital of Augusta, and 60 miles southeast of Bangor.

This comprehensive plan seeks to protect home rule powers, promote the types development that Appleton residents want, preserve the resources that residents value, support the local economy, and suggest costs savings for municipal facilities and services. Recommendations made in this plan are based on the existing inventory of town resources and the trends in local and regional development. This plan was drafted through the efforts of Appleton residents. Town residents approved the last Comprehensive Plan in 1992. There is consensus today that the plan must be updated to reflect the changes that have occurred since then and to look ahead.

Both formal surveys and numerous informal conversations with town residents indicate that a large majority of people would like to preserve Appleton's rural character. Such rural character includes the presence of pastoral and wild landscapes, and broad vistas over spectacular scenery. The concept of rural character also includes the existence of working farms and forests, the opportunity to make a living close to home, and freedom from excessive outside regulation. A strong sense of community is important to residents as well. The committee carefully considered such ideas and many more during the preparation of the plan.

The writers of this plan have attempted to strike a balance between individual lights and the public interest in developing guidelines for Appleton's growth over the next ten years. With such a diverse group participating in the preparation of this plan, it was impossible to articulate every statement or thought with such precision that the same unambiguous meaning would be conveyed to every reader.

Summaries from each chapter are presented here; please see the chapters for in-depth inventory, analysis and recommendations.

History and Culture

The history of Appleton is substantially based upon the natural resources that drove the local and regional economy, including forestry and agriculture. Early residents engaged successfully in a variety of businesses. Many current residents can trace their families back to the town's early days. Appleton still enjoys many of the benefits from its past, as a small town with a strong sense of community, where people look out for one another. While encouraging new development, the town should seek to maintain a link to its heritage through the protection of historically significant buildings and support of the Appleton Historical Society.

Population

The population of Appleton has grown considerably over the past thirty years. Families continue to be attracted to the town given the more affordable housing and land found in town than in service centers and coastal communities, and because of the proximity to employment in service

centers. The town's population is younger on average than found at the Knox County and State levels. However, the median age of town residents is increasing. The total number of school age children has increased. As with Knox County and the State, Appleton has seen a decrease in the average household size. More retirees, single person and single parent households are locating in Appleton.

Economy

The top four sectors of employment for Appleton residents (who work in Appleton or elsewhere in Maine) in order were 'Construction' tied with 'Education, health and social services'; 'Retail Trade'; and 'Manufacturing'. Living in a rural area limits employment opportunities and increases the costs of commuting to the service centers where most jobs are located. In 2000, less than 15% of Appleton residents who worked did so in Appleton. Appleton has a slightly higher unemployment rate than seen countywide. Most residents, who responded to the public opinion survey taken in 2004, support the following types of business development in Appleton:

_____.

Housing

The majority of Appleton residents live in owner-occupied single-family housing. There is a range of new housing in town, with an increase in the use of more affordable manufactured homes. Appleton will continue to attract young working families due to the availability of relatively more affordable housing and land than found in nearby service centers and the coastal communities in which more employment opportunities are found. As well, the percentage of homes owned by retirees - both those from away and natives - will continue to increase as the population ages. Affordable housing is defined as not costing more than 30% of household income. The data reviewed suggest that the cost of housing is of concern to a sizable number of residents, especially young families and the elderly. Proposed ordinance provisions will seek to encourage affordable housing in appropriate areas of town where municipal services can be provided in a cost-effective manner.

Transportation

Major transportation linkages in Appleton consist of SR (State Route) 105 and SR 131. Residents rely on the road network as their primary means of transportation movement. Therefore, state and town roads should provide safe, reliable access to work, school, stores, and residences. Overall, Appleton's roadways are in fair to good condition. Given limited funding and the significant expense, the town has done a noteworthy job of maintaining its local roads. Continued proper and affordable maintenance of the road network will be in the best interest of all residents. Since Maine DOT has jurisdiction over state roads and several bridges within Appleton, the town will continue to communicate and cooperate with that department to ensure necessary roadway improvements are made in a more timely manner.

Fiscal Capacity

From 1999 to 2003, total municipal revenues increased by 20%, mostly from property tax increased assessments, while total municipal expenditures increased by 13.5%. State funds have decreased as a percentage of Appleton's municipal budget. Appleton's tax rate is below the median when compared to the statewide and countywide averages. Education accounts for the highest percentage of municipal expenditures. As indicated by the figures, Appleton has been doing very well in managing its finances over the last five years and the mil rate has remained within a consistent range. In the past, the town has been responsible and has budgeted for capital improvements through the use of a capital improvement plan, which helps spread out the costs of expensive but necessary infrastructure.

Public Facilities and Services

Through proper maintenance and investment, Appleton's public facilities and services have remained in good shape overall. As the population increases, the demands for existing services and for new services will increase as well. Townspeople will decide how much they can afford and are willing to pay for those services over which the town has control. The town has provided reserve accounts for many necessary items. Prudent management decisions at the local level have prevented the town from being forced to make large capital investments within one tax year. However, there are issues that do need to be addressed to eliminate possible future repercussions. These issues include _____.

Capital Improvement Plan

The capital improvement plan (CIP) guides budgeting and expenditures of tax revenues and identifies needs for which alternative sources of funding such as loans, grants or gifts will be sought. By planning ahead, capital improvements can be funded through savings, borrowing or grants without incurring burdensome expenses in any one year that would tend to significantly increase property taxes. The recommended improvements for the next ten years are shown in the CIP table of this chapter and are based on the inventory, analysis, projected need, state and federal mandates, and on the recommendations of the town and townspeople.

Natural Resources

Almost 69% of Appleton is forested, 18% is wetlands/open water and almost 14% is grassland/cultivated. Appleton Bog (about 1,000 acres), Witcher Swamp (900 acres), and Pettingill Swamp (1,100 acres) function in part as headwaters of and provide flood and water quality protection for the St. George River. Appleton Bog has the northernmost occurrence of an Atlantic white cedar swamp. The town currently offers protection of its natural resources with locally adopted shoreland zoning, floodplain management, site plan review, subdivision, and mining ordinances. These ordinances will be updated as needed to be consistent with the requirements of state and federal regulations. The town will continue to cooperate with the many local and regional organizations working to protect the natural resources within and surrounding Appleton, including the Georges River Land Trust and the Medomak Valley Land Trust. Regional efforts should focus on aquifer protection, watershed protection, and land conservation. Performance standards for aquifer and surface water protection are to be included in the land use

ordinance and provided when applicable to neighboring communities.

Recreational Resources

Most of Appleton's recreational opportunities depend upon the natural resources of the town and region. The town has few municipal recreational facilities. Traditionally, local attitudes have been that unimproved land is often viewed as a shared resource, e.g. for hunting, and though privately owned, the land can be used by the residents because everyone knows each other. This is changing, due in part to the influx of new residents, both year round and seasonal. As more and more residents restrict the use of their land, informal public access to large amounts of private land becomes increasingly problematic. This makes the limited amount of public access provided on town-owned lands increasingly important to residents. Since the town's most important recreational resources rely on public access, the town should seek to maintain and improve this access, working in cooperation with landowners, volunteer organizations and land trusts.

Land Use

Current land uses and town land use related ordinances are described in this chapter. The proposed land use plan suggests an orderly framework for development and related municipal service facilities to reduce public expenditures, promote affordable housing, protect the local economy, and preserve natural resources. If current development trends continue without appropriate land use regulations, Appleton could lose the character, traditional natural resource based economy and rich heritage of our community. The proposed land use plan balances affordable housing concerns by recommending smaller minimum lot sizes in village areas while seeking to protect natural resources in rural portions of the town through conservation easements and conservation subdivisions.

It should be remembered that this plan is not an ordinance, but a guide for Appleton's future. As such, it contains many recommendations. Any ordinance arising from the recommendations contained herein would require approval by a majority of the voters at a town meeting.

Successful implementation of the policies recommended in this plan will require the cooperation and increased participation of townspeople in their local government. Both existing and new committees will require participation by a broad segment of the town's population.

Regional Coordination

Comprehensive planning recognizes the importance of regional cooperation for land use, the economy and the environment. The land uses in one community can impact another community, particularly when that land use is located near the boundaries of the town. As indicated in the Natural Resources Chapter of the plan, the town should attempt to develop compatible resource protection standards with nearby communities. Most town residents depend on the region for employment and for consumer needs. Cost savings for public services are accomplished through regional cooperation. Currently the town realizes savings in the education of its students, in police and fire protection, ambulance service and waste management. Seeking improvements in

these arrangements and other services should continue.

Survey Results

Appleton residents, tax payers, and businesspeople were surveyed in _____ of 2004 by the Appleton. [Comprehensive Plan Committee: ADD SUMMARY HERE]

Maps

The maps included in this plan show Appleton's roadways, topography, public facilities, soils, critical habitat, water resources, land cover, existing land use, and proposed land use. The information used to create these maps has been derived from multiple sources. The maps as provided are for reference and planning purposes only and are not to be construed as legal documents or survey instruments.

HISTORY

Historic Period

The present-day Town of Appleton is a small part of the area granted under the Muscongus Patent on March 2, 1630. The strange-sounding name merely refers to one side boundary, the Muscongus River (now called the Medomak) of the large diamond-shaped grant that was about 30 miles on each edge. The grant had various part-owners and investors down through the years, such as the Ten Proprietors and their Twenty Associates (referred to as the Thirty Proprietors), their heirs or assignees, General Samuel Waldo (son of one of the original Twenty Associates), and later General Henry Knox. After General Waldo's death, the grant was divided. The Waldo heirs obtained the larger portion, which became known as the Waldo Patent; that was the part later collected by General Knox. The Twenty associates acquired a smaller portion of about 100,000 acres in 1768, including Appleton as well as Camden, Hope, Liberty, and Montville.

A few early explorers came up from the trading posts at Thomaston and Warren, and in the 1700s forest surveyors scouted the area for masts for the British Navy. Actual settlement did not occur until the beginning of the Revolutionary War, about 1775-1776. The eastern part of the general region was settled by people coming in from the coastal area of Camden and became known as Barrett's or Barrettstown after the largest owner. Later this was named Hope.

The western region became known as Appleton Plantation. The source of the name has been thought to be Nathaniel Appleton, Clerk of the Proprietor's Committee who signed early deeds, or Samuel Appleton, an early settler of Barrettstown. Recent research has found strong evidence that the town might have been named for Jose Appleton, one of the original Twenty Associates and the ancestor of many later Appleton residents. The eastern border of the plantation was halfway up the east side of Appleton Ridge, between the St. George River and the Ridge Road.

Appleton incorporated as the 283rd town in Maine on January 28, 1829. Later, families in the St. George River valley petitioned the Legislature to have their section annexed to Appleton from Hope. Although Hope opposed it, the bill succeeded. On February 20, 1843, about eleven and one-half square miles on the western edge of Hope were annexed to Appleton. This included settlements at McLain's Mills, now Appleton Village, and Packard's or Smiths Mills, now North Appleton.

According to an 1859 map, mills were also established at the eastern mill pond (later Sherman's Mill), at Pettengill Stream on the road to Proctors Corner, on the Medomak River in the vicinity of Burkettville Corner, as well as in Fish Town, and at Kirk Brook at the west side of Sennebec Pond. The largest settlement was at McLain's Mills, with many businesses of that day flourishing. The Georges Canal, built in 1845 to 1848 from Thomaston to Searsmont, carried products to market during its few years of operation.

The lumber boom in Maine brought the highest population of 1,727 in 1850. During this productive period there were sawmills, planning, shingle, stave and heading mills, cooper shops making barrels for coastal lime, fish and local apples, a gristmill, a carriage maker, tannery,

mines, blacksmiths, a hotel and many other merchants. Agriculture in the form of truck gardens, strawberry farms, dairies, cattle and pig farms and orchards, was carried on in all parts of town.

New businesses took the place of some lost. Poultry and egg farms, blueberry cultivation, squash and other crops for canneries, woodcutting for lumber, pulpwood and firewood employed many. Sand and gravel pits provided material for the construction industry and highways. Recreation facilities were developed. Over 100 deer per year were killed in Appleton. Stocking of fish and game birds has improved fishing and bird hunting. Vacation cottages have been constructed at Sennebec Pond, and the West Sennebec Campground has operated since 1970. A snowmobile trail has been developed throughout the town for winter sportsmen. In recent years, poultry and cattle raising have decreased for a variety of reasons. Agriculture in general has become less important and more residents go out of town to earn a living.

Historic Places

The Maine Historic Preservation Commission maintains an inventory of important sites including buildings or sites on the National Registry of Historic Places (NRHP). They record one such listing for the town: [Gushee Family House, 2868 Sennebec Rd.](#)

As with other Maine areas located near the coast, Appleton was settled soon after the Revolutionary War. Remnants of that early period can be seen in old stonewalls, cellar holes, mill foundations, ruins of dam, and in a few more substantial structures such as houses and barns. In keeping with the goal of maintaining the town's rural character, preservation of this cultural heritage should be strongly encouraged. This section lists some of the more prominent or significant landmarks.

Appleton Mining & Smelting Co.: Located on the east side of the Gurneytown Road, the site is overgrown and barely visible from the road, but exists as a reminder of economic activity in the past. It is in no danger now but could be destroyed if the land were developed.

Sherman's Saw & Stave Mill: Run for many years by waterpower from the NEI] Pond, formed by a dam across Allen Brook, this historic min was in reasonably good condition until recently. The building is subject to vandalism because of its vulnerable location close to the road and opposite a popular gathering place for weekend beer parties. Meeting mostly in winter, the party-goers rely on the mill as a source of firewood for their bonfires. Some of the old water powered machinery remains on the site.

John Hall's Lime Kiln: Operated from 1872 to 1903 off the Peabody Road, this site is well preserved and access roads are visible. It would be relatively easy to turn this spot into a park, if desired. It is on private land but not otherwise protected. Considerable development is occurring on the Peabody Road.

Lime Quarry: Several hand-dug quarry sites exist across the road from Hall's kiln. Other than being on private land, they are unprotected.

St. George River Canal: Parts of the canal that ran from Warren to Searsmont can still be seen along the river. Most striking are the remains of a canal lock at North Appleton on the west side of the river. Rock walls and remnants of a wooden gate can be seen. Recent earth moving has had an adverse effect on the site. The channel of the canal is also traceable along the west side of the river from the bridge south, but time is diminishing its evidence. This section was built in 1848 and used heavily for a short time to transport farm produce and wood products. The canal lock is listed in the National Register of Historic Places.

Cattle Pound: Since most of the stones have been removed, there is little remaining except the site itself. The cattle pound is located on the East side of the Ridge Road adjacent to the Ira Proctor home.

Appleton Baptist Church: Located on Elm Street, the church was built in 1845 and 1946 and has been in use ever since. It is well maintained by the congregation.

Appleton Library: Built on Main Street as *C.A. Keene's Store* before 1859, the structure served as the local Grange Hall from 1875 until 1968. The Library Committee maintains the building and continues to use it as a public library.

Appleton Village School: This structure was built in 1929 after the previous school uphill from this building was destroyed by fire. It is now the Appleton Town Hall. In 1989 townspeople voted to keep and maintain it, although some of its charm was lost when windows were changed in the 1970's to conserve heat.

Union Meeting House: This handsome building on Main Street was constructed in 1848 as a non-denominational church. After a period of active use, it was used for Memorial Day services, funerals, and school programs. The Memorial Association handled its maintenance. The Mildred Stevens Williams Memorial Library made the balcony over to be used as a library. The first Improvement Committee made an effort to preserve it. The Appleton Historical Society was organized to restore the building and became the legal owner in the 1970's. Work has been underway since then. The society raises funds to supplement a restoration endowment left by Hilda Paxman.

Town House: Located on Main Street (Town House Hill), this structure was built in 1846 after McLain's Mills was annexed to Appleton from Hope. It is now Lauren Clark's barn, and its future depends on the owner's discretion.

Oakes Mansion: Built in 1900, the Oakes Mansion is privately owned, in fair condition and located on the south side of the Ridge Road near Oakes Comer.

Odd Fellows Hall: Built in 1893, this building on Elm Street near the center of the village was recently renovated into two apartments and has significantly changed.

First Town Hall Built in 1812, this may be the barn now standing on the Pitman's land on the Ridge Road, or it may have been the one to the rear that was demolished.

Medomak Valley Grange: Built in 1875, this building is well cared for by the active grange and located on [SR \(State Route\) 105](#) near the center of Burkettville.

Burkettville Store: Built sometime before 1859, the Burkettville Store stood in the center of this small community on what is now [SR 105](#). Formerly the Burkettville Post Office, it is presently unoccupied and suffering from neglect. The store closed in 1984.

Gushee's Corner Veterans' Memorial Tablet and Flag Pole. This tiny park, located at the top of Main Street at the intersection of the East Sennebec Road, Sherman Mill Road and Peabody Road (called Gushes Corner), was dedicated in 1929 during the Centennial celebration. Neighbors in behalf of the town maintain the site. The greatest threats to its well-being are vandalism and possible highway widening.

Burkettville Memorial Stone. Located at the intersection of SR 105 and the Collinstown Road and erected in 1966-67, this tablet was put out by the Appleton Improvement Committee and Medomak Valley Grange. It is in excellent condition and well cared for. Behind it stood the Burkettville School (K-9) until 1963, at which time all students were transferred to the Village School.

Rehabilitation Grants

The Federal Historic Preservation Tax Incentives program rewards private investment to rehabilitate certified historic structures (building listed individually in the National Register of Historic Places or a building located in a registered historic district and certified by the Secretary of the Interior as contributing to the historic significance of the district). The building must currently be used or will be used for commercial, industrial, agricultural, or rental residential purposes, but not used exclusively as the owner's private residence. Under PL 99-514 Internal Revenue Code Section 47, tax incentives include:

1. A 20% tax credit for the certified rehabilitation of certified historic structures.
2. A 10% tax credit for the rehabilitation of non-historic, non-residential buildings built before 1936.

A Maine State taxpayer is allowed a credit equal to the amount of the Federal credit claimed by the taxpayer under section 47 of the Internal Revenue Code for rehabilitation of certified historic structures located in Maine. The credit is nonrefundable and is limited to \$100,000 annually per taxpayer.

Cemeteries

Cemeteries are a cultural resource providing insight into the history of the community. An inventory of Appleton's larger cemeteries is listed below, and shown on the Public Facilities Map. See the Public Facilities Chapter for a summary of cemetery capacity.

1. Weymouth Cemetery (West Appleton Rd)
2. Miller Cemetery (Miller Cemetery Rd)

3. Sprague Cemetery (Appleton Ridge Rd)
4. Appleton (?) Cemetery (Peabody Rd)
5. Quaker Cemetery (Sennebec Rd)
6. Harte Cemetery (Appleton Ridge Rd)
7. Clark Cemetery (Burkettville Rd)

Archaeological Sites

There are no known historical archeological sites within Appleton, as recorded by the MHPC.

There are four known prehistoric archaeological sites located within Appleton, according to the Maine Historic Preservation Commission (MHPC). They are numbered 40.4, 40.11, 39.2 and 39.23, and are in shoreland areas of the St. George River and Sennebec Pond. These sites were located through the collection reports of amateur archeologists. No systematic professional surveys have been conducted. MHPC recommends such professional surveys for the St. George River Valley, Cedar Swamp and Dead River Swamp.

Significant archeological sites should be identified and protected. Shoreland zoning, floodplain management and land use ordinance performance standards can be used to protect such sites. Owners of significant sites may be asked permission for the nomination of archeological sites on their property to the Nation Register of Historic Places, and additionally to donate preservation easements if they so desire. National Register listing extends protection of Federal legislation against actions by Federal agencies, while the combination of National Register listing and preservation easement with posting against ground disturbance extends the protection of State Antiquities Legislation to archeological sites.

Threats to and Protection of Existing Historic and Prehistoric Sites

Historic Buildings: The historic buildings that have been identified above are not protected within the provisions of existing land use regulations. Without the proper ordinances in place, the loss or conversion of the remaining buildings is possible.

Archaeological Sites: The locations of the above referenced archaeological sites are protected under shoreland zoning and floodplain management ordinances that have been adopted by the town.

Conclusions

1. Many of the historic sites are located on private land, leaving their fate in the hands of present owners. Fortunately, most owners respect their antiquity and leave them **undisturbed**, providing a form of benign protection.
2. Appleton's few historic structures and sites are subject both to slow deterioration and instances of rapid change such as demolition or remodeling.

3. *Thoughtless vandalism*, a practice as old as mankind, remains a constant threat to our **historic and** cultural resources.

Issues of Concern

1. The steady growth rate of the town over the past decade could have an adverse effect on our comparatively few cultural resources, especially historic buildings and sites.
2. There is little legal restraint of vandalism in rural communities.
3. Some owners may be unaware not only of the cultural value of historic sites on their property, but perhaps even of their presence and location.

Summary

The history of Appleton is substantially based upon the natural resources that drove the local and regional economy, including forestry and agriculture. Early residents engaged successfully in a variety of businesses. Many current residents can trace their families back to the town's early days. Appleton still enjoys many of the benefits from its past, as a small town with a strong sense of community, where people look out for one another. While encouraging new development, the town should seek to maintain a link to its heritage through the protection of historically significant buildings and support of the Appleton Historical Society.

Policy

1. To preserve important historic and archaeological resources from development that could threaten these resources

Recommendations/Implementation Strategies

Note: Recommendations, also known as Implementation Strategies, proposed in this Comprehensive Plan are assigned a responsible party and a timeframe in which to be addressed. *Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long Term* is assigned for strategies to be address within ten years.

1. Awareness of historic structures and artifacts should be promoted, including the consideration of listing of additional sites on the National Register of Historic Places for Appleton (Historical Society) Ongoing
2. Potential areas and artifacts of historical and archaeological significance should be professionally surveyed and documented, and historical and archaeological sites and artifacts should be monitored to ensure their protection and preservation. (Historical Society, Planning Board), Long Term

3. Developers should provide evidence that their proposals will not negatively impact known or possible archeological sites. (Planning Board) Ongoing
4. The Town should, with the assistance of the Historical Society and current landowners, attempt to preserve the remnants of the Georges Canal, one of relatively few navigation canals in Maine. (Selectmen, Appleton Historical Society, Conservation Commission, Landowners, Town Meeting) Long Term
5. Amend the subdivision ordinance to include preservation of historic and archaeological (prehistoric and historic) resources as part of the subdivision application process. (Planning Board, Town Meeting) Immediate

POPULATION

Introduction

This chapter identifies and analyzes the characteristics, interrelationships and trends of Appleton's population. This information provides important background for other Inventory and Analysis sections as well as the development of comprehensive planning policies and implementation strategies.

Appleton has grown steadily since 1960, from 672 persons to 1,306 persons in 2002, an average annual growth rate of 2.25%. Since 1980, Appleton has grown at a much faster pace than either Knox or Waldo County or the State.

Appleton Historical Population

Year	Pop	Year	Pop	Year	Pop
1790	173	1870	1,485	1950	671
1800	114	1880	1,348	1960	672
1810	316	1890	1,080	1970	628
1820	511	1900	975	1980	818
1830	735	1910	842	1990	1,069
1840	891	1920	683	2000	1,271
1850	1,727	1930	574	2002*	1,306
1860	1,573	1940	641		

Source: Census, *Census Estimate

Migration Analysis

Analysis of birth and death statistics and census population totals may indicate whether a town's population is changing because of natural change or because of migration. Births to Appleton residents between 1990 and 2003 equaled 193, while deaths equaled 101. There was an approximate net migration of 145 people to Appleton since 1990. Natural increase accounts for the balance of growth seen.

Population Comparisons

The following table shows the year-round population and growth rate by decade in Appleton, Knox County and Maine since 1930. Appleton's growth has outpaced the County and State.

Population Change by Decade

Year	Appleton		Knox County		Maine	
	Number	% Change	Number	% Change	Number	% Change
1930	574	--	27,693	--	797,423	--
1940	641	11.67%	27,191	-1.81%	847,226	6.25 %
1950	671	4.68%	28,121	3.42%	913,774	7.85 %
1960	672	0.15%	28,575	1.61%	969,265	6.07 %
1970	628	-6.55%	29,013	1.53%	992,048	2.35 %
1980	818	30.25%	32,941	13.54%	1,124,660	13.37 %
1990	1,069	30.68%	36,310	10.23%	1,227,928	9.18 %
2000	1,271	18.90%	39,618	9.11%	1,274,923	3.83 %

Source: Census

Population Forecasts

The planning period for this comprehensive plan is ten years. Accordingly, it is important to forecast population growth for the next ten years. The State estimates that Appleton’s population will total 1,480 persons in 2015. If the town’s average annual rate of growth of 1.85% annually (non-compounded), as evidenced from 1990 to 2002 continues, our population would increase to total 1,620 persons by the year 2015 (or 1,567 using linear regression analysis which better accounts for fluctuations in population). Over the longer term from 1960 to 2002, a 2.25% per year (non-compounded) growth rate was seen. If that trend continues, the town’s population would increase to total 1,687 persons (or 1,496 using linear regression) by the year 2015. Of course, changes in land use including new year-round residential development will determine the actual population growth of our town. For planning purposes, Appleton’s population is projected to total between 1,496 to 1,687 persons by the year 2015.

Appleton Population Predictions

Timeframe on which prediction is based	Average Growth Per Year (Non-Compounded)	Population Predictions for 2015	
		Using Average Growth Per Year (NC)	Using Linear Regression Analysis
1960-2002	2.25%	1,687	1,496
1990-2002	1.85%	1,620	1,567

Source: Mid-Coast Regional Planning Commission

Seasonal Population

No State or Federal statistics on seasonal population for Appleton are available. Based on a total of 43 seasonal housing units reported in the 2000 Census, and estimating household size for non-residents at 2.4 persons on average, approximately 103 additional persons may reside in Appleton seasonally. This figure includes rental units, and is in line with town estimates. There are no hotels and _____inn type establishments, with _____rooms available. This would add _____persons to the estimated seasonal population. The Appleton Village Festival attracts an estimated _____persons in _____.

Age Distribution

The following statistics are comparative by age group for Appleton, Knox County and the State. Appleton has a greater proportion of young people, those under 19 years old, than does Knox County and the State. The median age of Appleton's residents is lower by 5.3 years than the Knox County resident median age, and 2.5 years lower than the State resident median age. Appleton's age distribution results from the influx of young families with children, as housing costs, discussed in the Housing Chapter, are lower here than in nearby coastal communities and service centers.

Age Group Distribution in 2000

Age Group	Appleton		Knox County		Maine	
	Number	%	Number	%	Number	%
Under 5 years	87	6.8	2,082	5.3	70726	5.5
5 to 9 years	104	8.2	2,383	6.0	83022	6.5
10 to 14 years	114	9.0	2,762	7.0	92252	7.2
15 to 19 years	91	7.2	2,437	6.2	89485	7.0
20 to 24 years	40	3.1	1,691	4.3	69656	5.5
25 to 34 years	172	13.5	4,655	11.7	157617	12.4
35 to 44 years	244	19.2	6,210	15.7	212980	16.7
45 to 54 years	186	14.6	6,404	16.2	192596	15.1
55 to 59 years	53	4.2	2,232	5.6	68490	5.4
60 to 64 years	51	4.0	1,930	4.9	54697	4.3
65 to 74 years	76	6.0	3,377	8.5	96196	7.5
75 to 84 years	45	3.5	2,497	6.3	63890	5.0
85 years and	8	0.6	958	2.4	23316	1.8
Median age	36.1	--	41.4	--	38.6	NA

Source: Census

In proportion to Appleton's total population, a slight increase in the young and middle-aged adult population, and a larger increase in the older population has been evidenced since 1990. See the table below for these figures. During the same period, the proportion of children under 5 decreased, while 5-17 year olds stayed about the same. The median age of residents increased 2.6 years to 36.1 years old.

Appleton Age Distribution Trends

Age Group	1990		2000		2015 Predicted	
	Number	%	Number	%	Number	%
Under 5	91	8.5%	87	6.8%	85	5.0%
5-17	241	22.5%	285	22.4%	364	21.6%
18-24	52	4.9%	64	5.0%	87	5.2%
25-54	497	46.5%	602	47.4%	821	48.7%
55-64	85	8.0%	104	8.2%	147	8.7%
65 and older	103	9.6%	129	10.1%	183	10.8%
Median Age	33.5	--	36.1	--	--	--

Source: Census and Mid-Coast Regional Planning Commission

Assuming the highest of Appleton population projections for the year 2015 of 1,687 persons, the age distribution for 2015 presented in the table above is predicted based on recent trends. Given the chance that population growth may occur at a different rate than forecasted, it is believed that the percentages shown for the year 2015 are of more value for planning purposes than the actual numbers of persons predicted for each age group.

Males constituted a slight majority of the town population in 1990, while females did in 2000.

Appleton Population by Gender

Year	Female		Male		Total
	Number	%	Number	%	
1990	532	49.8	537	50.2	1,069
2000	640	50.4	631	49.6	1,271

Source: Census

The average household size in Appleton decreased 4%, indicating the presence of more households with fewer or no children. This trend was less pronounced than seen at the County and State levels.

Household Size Comparison

Average Household Size and Growth Rate		1990	2000
Appleton	Persons per household	2.76	2.65
	% growth	--	-4.0%
Knox County	Persons per household	2.45	2.31
	% growth	--	-5.71%
State	Persons per household	2.56	2.39
	% growth	--	-6.64%

Source: Census

Household numbers in Appleton grew faster than at the County level and more than double the State rate. At the local, county and state level, the rate of household growth has outpaced the rate of total population growth. This indicates the presence of more retiree, single-person, and single-parent households.

Household Numbers Comparison

Number of Households		1990	2000
Appleton	Number	388	480
	% growth	--	23.7%
Knox County	Number	14,344	16,608
	% growth	--	15.78%
State	Number	465,312	518,200
	% growth	--	11.37%

Source: Census

From 1990 to 2000, Appleton’s family households increased in absolute terms but decreased as a proportion of total households to 72.1%. Married couples increased in number, but decreased as a proportion of total households to 62.3%. The number of single-person households increased in both absolute and proportional terms to comprise 21.7% of households.

Appleton Households by Type

Household Types	1990		2000	
	Number	%	Number	%
Total households	388	100.0%	480	100.0
Family households (families)	308	79.4%	346	72.1
Married-couple family	264	68.0%	299	62.3
Non-family households	80	20.6%	134	27.9
Householder living alone	68	17.5%	104	21.7
Householder 65 years and over	27	7.0%	36	7.5

Source: Census

In both 1990 and 2000, Appleton had a higher percentage of its population enrolled in school than did Knox County and slightly higher than the State. During the 1990s, total school enrollment numbers increased in Appleton, Knox County, and the State.

Total School Enrollment

Enrolled: aged 3 and up	1990		2000	
	Number	%	Number	%
Appleton	288	26.9%	323	25.4%
Knox County	7,660	21.1%	8,546	21.6%
State	304,868	24.8 %	321,041	25.2 %

Source: Census

Public School Enrollment of Appleton Residents

School Year	Elementary	Secondary	Total
1994-95	166		
1995-96	153		
1996-97	161		
1997-98	156		
1998-99	153		
1999-2000	154		
2000-01	148		
2001-02	135		
2002-03	135		
2003-04	136		

Source: Appleton School Department, Five Town CSD

Based on the projected age distribution for 2015 and the trend seen in school enrollment over the past ten years, it is predicted that there will be about 200 Appleton residents enrolled in elementary school in 2015. Capacity at the primary level should _____ suffice; at the secondary level capacity will be determined more by the growth in larger towns within the Five Town CSD to which Appleton belongs.

According to the Maine Department of Education, in the 2001-02 school year there were two approved home instruction pupils in Appleton.

A higher percentage of Appleton residents have graduated high school than have Knox County and State residents. A higher percentage of Appleton residents have graduated from college than have State residents. Knox County residents surpassed both the Appleton and the State percentages for college graduates.

Educational Attainment

In 2000	Appleton		Knox County	State
	Number	%	%	%
High School Graduate or higher	752	90.0	87.5	85.4
Bachelor's degree or higher	197	23.6	26.2	22.9

Note: Percent calculated from persons aged 25 and over.

Source: Census

More information on schools is found in the Public Facilities Chapter of this plan.

Issues of Concern

1. An increasing population combined with a declining number of persons per household could increase housing demand as well as place additional burdens on town facilities and services.
2. Local school department figures indicate an increase in the number of school age children over the next ten years. This number could increase significantly if past population growth consisted of a number of younger families who could no longer afford coastal property. An

increase in the number of school children will result in higher educational expenditures and increases in local property taxes.

3. If coastal property prices remain unaffordable for a large number of residents, population in the inland communities will continue to grow at a faster pace than **will** coastal communities.
4. Lower local income levels and increased growth will continue to create an affordable housing problem.

Summary

The population of Appleton has grown considerably over the past thirty years. Families continue to be attracted to the town given the more affordable housing and land found in town than in service centers and coastal communities, and because of the proximity to employment in service centers. The town's population is younger on average than found at the Knox County and State levels. However, the median age of town residents is increasing. The total number of school age children has increased. As with Knox County and the State, Appleton has seen a decrease in the average household size. More retirees, single person and single parent households are locating in Appleton.

Policy

1. To inform residents and town officials of demographic trends in order to better plan the provision of town services

Recommendations/Implementation Strategies

Note: Recommendations, also known as Implementation Strategies, proposed in this Comprehensive Plan are assigned a responsible party and a timeframe in which to be addressed. *Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long Term* is assigned for strategies to be address within ten years.

1. The town will gather all available population estimates, census data and other information concerning the number and characteristics of the town's population. These will be maintained in appropriate files that shall be available in the town office for use by the municipal officials and by residents (Planning Board) Ongoing.

ECONOMY

The purpose of this chapter is to identify and analyze Appleton's local and regional economy, including income, industry, occupations, employment rates, and retail sales. An understanding of past and present economic trends is important in helping the community to predict future trends. The goal of this chapter is to suggest policies that will expand the town's tax base, improve job opportunities for residents needing employment, and encourage overall economic well-being.

Income

Median household income and the percent change over the recent period are shown in the table below. Appleton's median household income has been increasing at a faster rate than seen statewide and just below the county rate. The median household income of Appleton residents will likely continue to stay slightly below the Knox County and State median household income.

Median Household Income

Place	1989	1999	Change
Appleton	\$25,455	\$36,615	43.8%
Knox County	\$25,405	\$36,774	44.8%
Maine	\$27,854	\$37,240	33.7%

Source: Census

The income distribution for residents of Appleton and Knox County is shown in the table below for the most recent year for which data are available. Appleton has a larger proportion of households who earn between \$50,000 and \$74,999 than does Knox County. Knox County has a higher proportion than Appleton of households who earn more than \$75,000.

Income Distribution in 1999: 2000 Census

Households Earning:	Appleton		Knox County	
	Number	%	Number	%
	483	100.0	16,608	100.0
Less than \$10,000	29	6.0	1,567	9.4
\$10,000 to \$14,999	30	6.2	1,308	7.9
\$15,000 to \$24,999	86	17.8	2,462	14.8
\$25,000 to \$34,999	81	16.8	2,444	14.7
\$35,000 to \$49,999	85	17.6	3,226	19.4
\$50,000 to \$74,999	122	25.3	3,141	18.9
\$75,000 to \$99,999	27	5.6	1,230	7.4
\$100,000 to \$149,999	17	3.5	778	4.7
\$150,000 to \$199,999	6	1.2	232	1.4
\$200,000 or more	-	-	220	1.3
Per capita income	\$16,484	-	\$19,981	-

Source: Census

Note: The Census counted three more households for income type than for population, and so the greater figure they used is included in the table above.

Sources of income for Appleton and Knox County residents for 1999, the most recent year for which data are available, are shown in the table below. Over 85% of Appleton households derived their primary source of income from wages, salaries, interest income and rental income, or some combination of these sources. For the County that figure was less, around 78%. Wage and salary employment is a broad measure of economic well-being but does not indicate whether the jobs are of good quality. Wage and salary income includes total money earnings received for work performed. It includes wages, salary, commissions, tips, piece-rate payments, and cash bonuses earned before tax deductions were made.

Income Type in 1999

(Households often have more than one source of income, as seen here.)	Appleton		Knox County	
	Number	%	Number	%
Households	483	100.0	16,608	100.0
With earnings (wage, salary, interest, rental) income	412	85.3	13,010	78.3
With Social Security income	110	22.8	5,027	30.3
With public assistance income	28	5.8	562	3.4
With retirement income	59	12.2	2,908	17.5

Source: Census

Note: The Census counted three more households for income type than for population, and so the greater figure they used is included in the table above.

More than one-fifth of Appleton residents collect social security income. This is a smaller proportion than for Knox County residents. Social Security income includes Social Security pensions, survivor’s benefits and permanent disability insurance payments made by the Social Security Administration, prior to deductions for medical insurance and railroad retirement insurance from the U.S. Government. Almost 6% of Appleton residents received public assistance. Public assistance income includes payments made by Federal or State welfare agencies to low-income persons who are 65 years or older, blind, or disabled; receive aid to families with dependent children; or general assistance. The income types for Appleton show a higher percentage of persons receiving public assistance but a lower percentage of social security or retirement income in town than is seen for the county as a whole.

The table below shows poverty status in Appleton and Knox County from the 2000 Census. The income criteria used by the U.S. Bureau of Census to determine poverty status consist of a set of several thresholds including family size and number of family members under 18 years of age. In 2000, calendar year 1999, the average poverty threshold for a family of four persons was \$17,050 in the contiguous 48 states (U.S. DHHS). Less than 5% of Appleton’s families were listed as having incomes below the poverty level, which included 100 individuals. Knox County has a greater percentage of residents in poverty than does Appleton.

Poverty Status in 1999

Below poverty level	Appleton		Knox County	
	Number	%	Number	%
Individuals	100	7.9	3,865	10.1
Persons 18 years and over	67	7.4	2,782	7.3
Persons 65 years and over	13	9.8	525	1.4
Families	16	4.6	695	6.4
With related children under 18 years	10	5.0	503	4.7
With related children under 5 years	7	11.9	250	2.3

Source: Census

Labor Force

The labor force is defined as all persons who either are employed or are receiving unemployment compensation. The table below shows the distribution of Appleton and Knox County residents aged 16 and above who are working. Appleton has a higher percentage of residents who are in the workforce than does the county. This is due to the greater number of young families living in town, which, when taken with the age distribution presented in the Population Chapter of this plan, indicates a higher percentage of younger adults in town than in the county.

Labor Force Status: 2000

	Appleton		Knox County	
	Number	%	Number	%
Persons 16 years and over	940	100.0	31,782	100.0
In labor force	661	70.3	20,024	63.0
Civilian labor force	661	70.3	19,939	62.7
Employed	627	66.7	19,263	60.6
Unemployed	34	3.6	676	2.1
Armed Forces	-	-	85	0.3
Not in labor force	279	29.7	11,758	37.0

Source: Census

In 2000, 3.6% of the town’s residents were unemployed and considered to be seeking work, while countywide slightly more than 2% were unemployed. Residents of service center communities like Rockland are more likely to be able to walk to work or carpool to jobs, as most employment opportunities and transportation alternatives tend to be located in service centers. About 30% of Appleton residents were not in the labor force.

The size of the labor force, its distribution by industry, and how it is employed are important factors to consider when planning for future economic development. The plans for a new business or the expansion of an already existing one must be based on the assessment of available labor, in addition to the potential consumer market.

In 2000, the top four ‘industries’ for Appleton residents in order were ‘Construction’ tied with ‘Education, health and social services’; ‘Retail Trade’; and ‘Manufacturing’. For Knox County, the top four ‘industry’ sectors were ‘Education, health and social services’; ‘Retail Trade’;

Manufacturing’; and ‘Arts, entertainment, recreation, accommodation and food services’. Appleton has a significantly smaller segment of its population working in the ‘agriculture, forestry, fisheries and mining’ category, than does the county. The town has a slightly lower proportion of residents with generally well paying jobs in the finance, insurance and realty markets, than does Knox County, and a higher percentage of people working in the manufacturing sector. There is not one single employer for the town’s residents; however, most businesses in the town and region are ultimately dependent on one another for much of their individual success.

Employment Characteristics in 2000

INDUSTRY	Appleton		Knox County	
	Number	%	Number	%
Employed civilians 16 years and over	627	100.0	19,263	100.0
Agriculture, forestry, and fisheries, mining	16	2.6	1,157	6.0
Construction	110	17.5	1,529	7.9
Manufacturing	81	12.9	2,013	10.5
Wholesale trade	6	1.0	692	3.6
Retail trade	86	13.7	2,611	13.6
Transportation, warehousing, utilities info	9	1.4	623	3.2
Information	10	1.6	587	3.0
Finance, insurance, and real estate	43	6.9	1,376	7.1
Professional, scientific, management, administrative, and waste management services	44	7.0	1,223	6.3
Education, health and social services	110	17.5	3,926	20.4
Arts, entertainment, recreation, accommodation and food services	24	3.8	1,638	8.5
Other services (except public administration)	38	6.1	1,014	5.3
Public administration	50	8.0	874	4.5
CLASS OF WORKER				
Private wage and salary workers	413	65.9	13,424	69.7
Government workers	93	14.8	2,507	13.0
Self-employed workers	119	19.0	3,266	17.0
Unpaid family workers	2	0.3	66	0.3

Source: Census

Manufacturing jobs have provided a base historically for Knox County residents, but as seen nationwide, the manufacturing sector has declined steadily over the past three decades. This is reflected in the low numbers of town residents working in this sector. Oftentimes, lower paying service sector jobs have replaced lost manufacturing jobs, and the creation of such jobs in Knox County has outpaced the demise of the manufacturing base. As well, construction jobs increased for Appleton residents during the 1990s, offsetting the loss in manufacturing. In 2000, 81 Appleton residents were employed in manufacturing, in 1990, such jobs employed 94 Appleton

residents, see table below. The Census used somewhat different categories between 2000 and 1990.

Employment Characteristics in 1990

INDUSTRY	Appleton		Knox County	
	Number	%	Number	%
Employed persons 16 years and over	467	100.0	16,200	100
Agriculture, forestry, and fisheries	23	4.9	944	5.8
Mining	0	0.0	1	0
Construction	64	13.7	1,295	8
Manufacturing, nondurable goods	37	7.9	1,053	6.5
Manufacturing, durable goods	57	12.2	1,528	9.4
Transportation	15	3.2	534	3.3
Communications and other public utilities	16	3.4	251	1.5
Wholesale trade	11	2.4	605	3.7
Retail trade	66	14.1	2,914	18
Finance, insurance, and real estate	9	1.9	637	3.9
Business and repair services	15	3.2	648	4
Personal services	23	4.9	777	4.8
Entertainment and recreation services	7	1.5	199	1.2
Health services	30	6.4	1,566	9.7
Educational services	47	10.1	1,289	8
Other professional and related services	16	3.4	1,181	7.3
Public administration	31	6.6	778	4.8
CLASS OF WORKER				
Private wage and salary workers	327	70.0	11,189	69.1
Government workers	79	16.9	2,261	14
Self-employed workers	61	13.1	2,699	16.7
Unpaid family workers	0	0.0	81	0.5

Source: Census

Employers

Most businesses located in Appleton employ just a few people each. In 2004, it was estimated that Appleton businesses employed about 115 persons. Most of Appleton’s employers are listed below, based on Department of Labor statistics. Changes over the last ten years in local employment include _____. It is believed that _____ will occur over the next ten years.

Employers in Appleton (2003-04)

Business Name	Address	Employee Range
Burkettville General Store	1289 Burkettville Rd	10-19
Castle Rock Lobster Co	437 Peabody Rd	10-19
Appleton Town Office	2915 Sennebec Rd	5-9
Rainbow Farms Landscaping	1566 Collinstown Rd	5-9
Timestream Multimedia	151 Searsmont Rd	5-9
Apple Ridge Farm & Riding Schl	219 Appleton Ridge Rd	1-4
Appleton Baptist Church	58 Hillside Rd	1-4
Appleton Ridge Flower & Vgtbls	145 Appleton Ridge Rd	1-4
Appleton Ridge Tapestry Works	1996 Appleton Ridge Rd	1-4
Audio Dynamics Inc	2420 Burkettville Rd	1-4
Briggs Construction	360 Union Rd	1-4
C & M Enterprises	1533 Appleton Ridge Rd	1-4
Chris Pease Fine Masonry	2766 Sennebec Rd	1-4
Coastal Critters Clambakes	437 Peabody Rd	1-4
Halt	47 Pond Ln	1-4
Inland Fisheries Dept	14 Hatchery Ln	1-4
John Fancy Inc	118 Jones Hill Rd	1-4
Johnson's Residential Transport	148 Snow Hill Rd	1-4
Macdonald Concrete	1406 Sennebec Rd	1-4
Maine Cakes & Cookies	2755 Appleton Ridge Rd	1-4
Maine Monument Svc	2271 Sennebec Rd	1-4
Maine-ly Concrete Corp	2237 Appleton Ridge Rd	1-4
Marion's Dog Grooming	68 Mohawk Ln	1-4
Midcoast Sealcoating	133 Camden Rd	1-4
Mildred Stevens Williams Meml	2957 Sennebec Rd	1-4
Pease's Repair Shop	372 Camden Rd	1-4
Sennebec Lake Campground	100 Lodge Ln	1-4
Stone's Auto/Truck Svc	360 Union Rd	1-4
Summers Mist Farm	175 Gurneytown Rd	1-4
Wendy Jacobson Riding School	219 Appleton Ridge Rd	1-4

Source: Department of Labor

Most Appleton residents who work commute to jobs located in surrounding communities. In 2000, less than 15% of Appleton residents who worked did so in Appleton. Seasonal fluctuations of employment are significant for tourism related businesses. A number of people hold multiple part-time jobs related to seasonal work. The major regional employers in Knox County and Waldo County are listed in the tables below.

Major Employers in Knox County

Business Name	Location	Employees	Sector
Consumers Maine Water Co.	Rockport	500-999	Utility
Penobscot Bay Medical Center	Rockport	500-999	Hospital
Samoset Resort	Rockport	250-499	Hotel
State Prison	Warren	250-499	Correctional Facility
Camden National Bank Corp.	Camden	300	Bank
Camden Health Care Center	Camden	100-249	Nursing Home
MBNA Marketing Camden	Camden	100-249	Finance
Fisher Engineering	Rockland	100-249	Construction
FMC Corp	Rockland	100-249	Food Processing
State Human Services Dept.	Rockland	100-249	State Gov't.
Kno-Wal-Lin Home Health Care	Rockland	100-249	Medical
Mail Services	Rockland	100-249	Advertising
Maritime Energy	Rockland	100-249	Fuel
Mid Coast Mental Health Center	Rockland	100-249	Counseling
Maine Photographic Workshops	Rockland	100-249	Educational, Film
Tibbetts Industrial	Camden	100-249	Electronics Manf.
Dragon Products Company	Thomaston	100-249	Cement
Wal-Mart	Rockland	100-249	Retail
Wayfarer Marine Corp.	Camden	100-249	Boat Sales, Service

Source: Maine Dept. of Labor, 2003

Major Employers in Waldo County

Business Name	Location	Employees	Sector
MBNA New England – Belfast	Belfast	2,100	Telemarketing banking
Waldo County General Hospital	Belfast	549	health care
Creative Apparel Associates	Belmont	276	Mfg protective clothing
Ducktrap River Fish Farm, LLC	Belfast	154	smoked sea food
Robbins Lumber, Inc.	Searsmont	127	saw mill
Mathews Brothers Co.	Belfast	100+	building prods
Penobscot Frozen Foods, Inc.	Belfast	100+	food processing
Pride Manufacturing Co.	Burnham	100+	wood prods mfg
Moss, Inc.	Belfast	90	fabric display mfg
Belfast High School	Belfast	50+	school
Belfast Industries	Belfast	50+	wood prods mfg
General Alum & Chemical Corp.	Searsport	50+	chemicals
Hamilton's Marine & Supply, Inc.	Searsport	50	marine supply
Harbor Hill	Belfast	50+	nursing home
Lane Construction	Belfast	50+	gen'l contractor
Liberty Graphics, Inc.	Liberty	50+	screen printing
Tallpines Health Care Facility	Belfast	50+	nursing home
Thorndike Press	Thorndike	50+	publishing
Unity College	Unity	50+	college

Source: Maine Dept. of Labor, 2003

Commuting Patterns

More than half of Appleton commuters work in Knox County, but as noted above, less than 15% of them work in Appleton. More Appleton residents commuted to work in Waldo County in 2000 than 1990, mostly because of large employers like MBNA.

Workplace of Appleton Residents

Appleton Commuters	1990		2000	
	Number	%	Number	%
		457	100.0	613
Work and Reside in Same Town	74	16.2	90	14.7
Work in Knox County	283	61.9	339	55.3
Work in Waldo County	26	5.7	85	13.9
Work in Other Maine County	70	15.3	93	15.2
Work in Other State	4	0.9	6	1.0

Source: Census

Appleton's workforce overwhelmingly commutes by private vehicle. The second largest segment of residents commutes by carpools, while the third largest work at home. More information on commuting patterns is found in the Transportation Chapter of this plan.

Commuting Method - 2000

Appleton Residents	Appleton		Knox County	
	Number	%	Number	%
Workers 16 years and over	613	100.0	18,829	100.0
Drove alone	488	79.6	14,043	74.6
In carpools	72	11.7	2,096	11.1
Using public transportation	5	0.8	84	0.4
Using other means	6	1.0	236	1.3
Walked	3	0.5	1,034	5.5
Worked at home	39	6.4	1,336	7.1

Source: Census

Taxable Sales

Taxable sales are one of the few available indicators of the actual size, growth, and character of a region. Maine Revenue Services does not provide information on taxable sales disaggregated by retail sector at the municipal level for Appleton because of the town's small size. The table below shows total taxable sales for Appleton. All figures are in real dollars, not adjusted for inflation, and represent only taxable sales. Descriptions of these sectors follow the tables on Appleton and Knox County taxable sales.

From 1998 to 2002, total taxable sales in Appleton decreased by more than 40%, which can in part be explained by the _____.

Taxable Sales (in thousands of dollars) for Appleton

	1998	1999	2000	2001	2002	1998-2002 % Change
Total Consumer Sales	1103.9	1340.4	1084.0	797.7	1027.8	-6.9%
Total Taxable Sales	1743.4	2162.0	1336.7	833.3	1042.8	-40.2%

Source: Maine Revenue Services

Total Taxable Sales by Sector in Thousands of Dollars for Knox County

Year/ Quarter	Business Operating	Building Supply	Food Store	General Merchdse	Other Retail	Auto Transport	Restnt & Lodging	Total
1998	31766.9	42920.2	42668.3	63879.5	71870.1	63875.0	62377.0	379357.0
Q1	7140.5	6936.6	8801.4	11146.0	14096.3	12581.7	8055.2	68757.7
Q2	8066.4	11252.6	10195.5	15003.4	17673.3	17431.4	13371.2	92993.8
Q3	8196.0	12234.8	13323.1	18001.0	22121.1	17249.4	28411.0	119536.4
Q4	8364.0	12496.2	10348.3	19729.1	17979.4	16612.5	12539.6	98069.1
1999	33905.7	47582.1	45387.2	69928.9	44842.9	71598.3	65791.1	379036.2
Q1	6565.5	8131.1	9111.1	12175.1	6188.7	13707.5	7912.1	63771.1
Q2	9165.7	12949.8	11197.7	16314.2	11428.3	18991.2	14533.4	94580.0
Q3	9087.1	12914.0	13980.4	20045.9	15932.0	19300.2	30045.1	121304.7
Q4	9087.4	13587.2	11098.0	21393.7	11313.9	19599.4	13300.5	99380.1
2000	39234.5	48875.8	4727.4	73188.5	48252.7	77217.2	68787.2	402827.3
Q1	8032.1	9083.6	9583.6	12814.2	5855.4	16619.8	8551.7	70543.6
Q2	9784.1	13180.6	11973.8	18540.1	13024.7	20537.4	16613.3	103654.0
Q3	11438.6	13697.9	14319.2	20249.0	17581.6	22429.8	30376.3	130092.4
Q4	9979.7	12913.7	11391.6	21585.2	11791.0	17630.2	13245.9	98537.3
2001	41054.0	52959.7	41896.6	75487.9	48548.7	81287.1	70213.2	411447.2
Q1	9915.0	9498.3	8627.3	13472.5	6462.5	17091.3	9075.6	74142.5
Q2	10994.5	14127.0	10201.6	18388.7	13352.1	22291.7	16136.5	105492.1
Q3	10174.5	14519.9	12857.7	21193.5	17218.3	21822.3	31267.5	129053.7
Q4	9970.0	14814.5	10210.0	22433.2	11515.8	20081.8	13733.6	102758.9
2002	42633.4	64206.9	44635.5	81072.0	46403.4	88229.2	76107.6	443288.0
Q1	10278.5	13384.5	11519.0	17559.3	7697.4	21837.4	12816.0	95092.1
Q2	11032.0	17296.5	10036.1	19415.9	11741.3	21960.5	16692.7	108175.0
Q3	10767.9	17094.8	12922.6	22468.4	16377.9	24809.2	33366.4	137807.2
Q4	10555.0	16431.1	10157.8	21628.4	10586.8	19622.1	13232.5	102213.7
% Change 98-02	34.2%	49.6%	4.6%	26.9%	-35.4%	38.1%	22.0%	16.9%

Source: Maine Revenue Services

Knox County had an increase in total taxable sales for the period of 1998 to 2002 of almost 17%. General Merchandise, Auto Transport, and Restaurant and Lodging represented the top three largest sectors from 1998 to 2002. First quarter sales were generally weak in every sector. Second quarter sales were rarely strongest, but occasionally so in Business Operating and

recently in Building Supply. Third quarter sales were frequently strong in Building Supply, Food Stores, Auto Transport, and Restaurant and Lodging. Fourth quarter sales were sometimes strongest in General Merchandise. Descriptions of these sectors follow.

- Total Retail Sales: Includes Consumer Retail Sales plus special types of sales and rentals to businesses where the tax is paid directly by the buyer (such as commercial or industrial oil purchase).
- Business Operating: Purchases for which businesses pay Use Tax, i.e., for items that are used by the business in its operation (like shelving and machinery) and not re-sold to consumers
- Building Supply: Durable equipment sales, contractors' sales, hardware stores and lumberyards.
- Food Stores: All food stores from large supermarkets to small corner food stores. The values here are snacks and non-food items only, since food intended for home consumption is not taxed.
- General Merchandise: In this sales group are stores carrying lines generally carried in large department stores. These include clothing, furniture, shoes, radio-TV, household durable goods, home furnishing, etc.
- Other Retail: This group includes a wide selection of taxable sales not covered elsewhere. Examples are dry good stores, drug stores, jewelry stores, sporting good stores, antique dealers, morticians, bookstores, photo supply stores, gift shops, etc.
- Auto Transportation: This sales group includes all transportation related retail outlets. Included are auto dealers, auto parts, aircraft dealers, motorboat dealers, automobile rental, etc.
- Restaurant/Lodging: All stores selling prepared food for immediate consumption. The Lodging group includes only rental tax.

Summary

The top four sectors of employment for Appleton residents (who work in Appleton or elsewhere in Maine) in order were 'Construction' tied with 'Education, health and social services'; 'Retail Trade'; and 'Manufacturing'. Living in a rural area limits employment opportunities and increases the costs of commuting to the service centers where most jobs are located. In 2000, less than 15% of Appleton residents who worked did so in Appleton. Appleton has a slightly higher unemployment rate than seen countywide. Most residents, who responded to the public opinion survey taken in 2004, support the following types of business development in Appleton:

Goals, Policies and Implementation Strategies

Goal

1. To promote economic stability in Appleton's economy through the encouragement and promotion of local services, sustainable resource production, and clean/green businesses.

Policies

1. To retain existing businesses by encouraging citizens to shop locally and to use local service providers.
2. To encourage the location of businesses that are compatible with the town's rural character, including home occupations, businesses based on sustainable natural resource use, and information based businesses.
3. To recognize the incompatibility of preserving the town's unique rural character and undirected economic expansion.
4. To take a regional approach to improving the town's employment position.

Recommendations/Implementation Strategies

Note: Recommendations, also known as Implementation Strategies, proposed in this Comprehensive Plan are assigned a responsible party and a timeframe in which to be addressed. *Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long Term* is assigned for strategies to be address within ten years.

1. The town should consider the possibility of sponsoring a local business fair, perhaps at the same time as the Appleton Village Festival (**Selectmen**) **Ongoing**.
2. The selectmen should appoint a committee of several townspeople whose task shall be to identify ways of attracting clean/green businesses to town (**Selectmen**) **Immediate**.
3. The planning board, in cooperation with the conservation committee, the town forester, and other interested citizens, should review **and amend as necessary** local land use ordinances to ensure that they adequately preserve the town's rural character, **and do** not degrade the environment (**Planning Board, Conservation Commission**), **Long term**.
4. **Appleton's land use ordinance will contain appropriate land use regulations that will attract, enhance and support existing and future development, while minimizing negative impacts of non-compatible uses. The land use ordinance will identify appropriate areas for commercial and industrial development; this action will also reduce the likelihood of future strip development, resistance to new projects or incompatible uses. Home occupation performance standards will be included in the future land use ordinance to ensure**

compatibility with residential neighborhoods and adjacent properties (Ordinance Committee, Planning Board, Town Meeting) Immediate.

5. The selectmen should investigate and pursue opportunities for collaboration with neighboring towns in developing employment opportunities within and attracting businesses to the region (Selectmen) Ongoing.

HOUSING

Introduction

Housing is one of the most important considerations for Appleton and its residents. The future availability of affordable, quality homes is of significant concern to all of us. Appleton’s housing stock is in large part the basis for the town’s tax base. Housing represents the major investment of most individuals. With rising property values and assessments, affordable housing has become a concern for many residents. The goal of this chapter is to document housing conditions and encourage affordable, decent housing opportunities for all Appleton residents.

Housing Units

Total Housing Units

Place	1980	1990	2000	Annual Average Change	Total Change
Appleton	381	450	547	2.2%	43.6%
Knox County	16,331	19,009	21,612	1.6%	32.3%
Maine	501,093	587,045	651,901	1.5%	30.1%

Source: Census

In 2000, Appleton had 547 housing units. During the 1990s, the town recorded more than a 21% increase in its housing stock, compared to almost 14% for Knox County and 11% for the State. Based on declining household size, Appleton population forecasts of up to a maximum of 1,687 persons by the year 2015, and the housing growth seen over the past 20 years, it is anticipated that by 2015 housing units in Appleton may total between 667 and 726 units, an increase of 120 to 179 units above the year 2000 figure. Of course, changes in land use, local regulations, and the economy will determine the actual increase in the number of housing units in our town over the next ten years.

Appleton Housing Predictions

Method	Total Housing Units in 2015
Annual Average Growth	726
Regression Analysis	667

Source: Mid-Coast Regional Planning Commission

Note: Based on 1980, 1990 and 2000 data

Housing Types

The distribution of housing unit types is an important indicator of affordability, density, and the character of the community. Housing units in structures are presented in the table below. In 2000, one-unit structures (attached and detached) represented more than 80% of Appleton’s housing stock, while multi-units accounted for almost 2% and manufactured housing, which includes mobile homes and trailers, accounted for over 16% of the housing stock. Boats, RVs, and vans accounted for over 1% of housing.

Appleton has a significant share of mobile homes and trailers relative to its entire housing stock, more than double the county rate. The number of mobile homes and trailers increased in both absolute and proportional terms during the 1990s in order to meet affordable housing needs. Mobile homes and trailers are located on individual lots, and _____ mobile home park, with approximately _____ housing units. Although not disproportionate, many of these homes are inhabited by elderly people. Overall, mobile homes are in good condition. The pre-1976 mobile homes locating in town must meet the requirements of the Building Code and the State Electric Code.

Housing Units in Structure

Housing Types	Appleton				Knox County			
	1990		2000		1990		2000	
	Number	%	Number	%	Number	%	Number	%
Total housing units	450	100.0	547	100.0	19,009	100.0	21,612	100.0
1-unit, detached	374	83.1	442	80.8	14,120	74.3	16,310	75.5
1-unit, attached	4	0.9	2	0.4	265	1.4	489	2.3
2 to 4 units	5	1.1	8	1.5	2,013	10.6	2,003	9.3
5 to 9 units	0	0.0	0	0.0	491	2.6	474	2.2
10 or more units	0	0.0	0	0.0	486	2.6	581	2.7
Mobile home, trailer, boat, RV, other	67	14.9	95	17.4	1,634	8.6	1,755	8.1

Source: Census

Housing Age and Characteristics

Almost 24% of Appleton’s housing stock was built in the 1990s, compared to almost 15% for Knox County and the State. More than 26% of Appleton’s housing stock dates prior to 1939. Some of these units are in substandard condition and in need of repair. It is important for residents to be aware of existing rehabilitation funds (and renters aware of their rights to demand a certain level of maintenance by property owners).

Year Structure Built

Years	Appleton		Knox County		Maine
	Number	%	Number	%	%
1990 to March 2000	130	23.8	3,207	14.8	14.6
1980 to 1989	99	18.1	3,327	15.4	16.0
1970 to 1979	107	19.6	2,931	13.6	15.9
1940 to 1969	65	11.9	3,524	16.3	24.4
1939 or earlier	146	26.7	8,623	39.9	29.1
Total housing stock	547	100.0	21,612	100.0	100.0

Source: Census

Housing Building Permits Issued

The U.S. Department of Housing and Urban Development compiles permit statistics for municipalities. Their records indicate that of the building permits issued in Appleton from 1993 through 2003, all were for units in single-family structures; none for units in multi-family structures.

Total Appleton Housing Building Permits Issued

Year	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	Total
Permits	9	9	8	8	5	4	11	6	7	6	6	79

Source: U.S. Department of Housing and Urban Development

Maine Revenue Services records the type of housing construction occurring in municipalities. In Appleton, over 60% of housing construction from 1993 to 2003 included single-family modular or stick-built homes. Mobile homes comprised the remaining 40%.

Home Construction in Appleton

New Homes	1999	2000	2001	2002	2003	Totals
1 Family	5	7	6	3	0	21
2 Family	0	0	0	0	0	0
3 or 4 Family	0	0	0	0	0	0
Over 4 Family	0	0	0	0	0	0
Mobile	8	7	2	1	0	18
Seasonal	0	0	0	3	0	3
Total New	14	15	8	7	0	44
Total Loss	1	1	0	0	2	4
Total Net	13	14	8	7	0	42

Source: Maine Revenue Services

Note: The data in the first six rows represents the net count of new homes (new homes, plus converted homes, minus demolished).

Physical Characteristics

The next table shows the proportional make-up of housing units by general physical characteristics in Appleton for the most recent years for which this information is available. Residents depend upon drilled wells, or in a few cases on dug wells, for drinking water. Subsurface (septic) waste disposal systems are used by nearly all dwellings.

Appleton Housing Characteristics in 2000

	Number	%
Total housing units	547	100.0
ROOMS		
1 room	8	1.5
2 rooms	5	0.9
3 rooms	40	7.3
4 rooms	83	15.2
5 rooms	148	27.1
6 rooms	122	22.3
7 rooms	76	13.9
8 rooms	45	8.2
9 or more rooms	20	3.7
SELECTED CHARACTERISTICS		
Lacking complete plumbing facilities	15	3.1
Lacking complete kitchen facilities	10	2.1
No telephone service	8	1.7
HOUSE HEATING FUEL		
Utility gas	0	0.0
Bottled, tank, or LP gas	23	4.8
Electricity	7	1.5
Fuel oil, kerosene, etc.	331	69.0
Coal or coke	0	0.0
Wood	117	24.4
Solar energy	2	0.4
Other fuel	0	0.0
No fuel used	0	0.0

Source: Census

Occupancy and Tenure

Home ownership is a good indicator of the overall standard of living in an area. One way to trace home ownership changes over time is to compare owners and renters as a proportion of total occupied housing, as shown in the table below. A high rate of owner-occupied housing is typical in a predominately residential community like Appleton. A slight decrease of about 1% in owner-occupied housing was seen at the town level to 77.1%. The proportions of owner and renter-occupied housing units at the county level remained relatively stable as well.

Housing Occupancy and Tenure

Housing Units	Appleton				Knox County			
	1990		2000		1990		2000	
	Number	%	Number	%	Number	%	Number	%
Total	450	100.0%	547	100.0%	19,009	100.0%	21,612	100.0%
Occupied	388	86.2%	480	87.8%	14,344	75.5%	16,608	76.8%
Owner-occupied	352	78.2%	422	77.1%	10,564	55.6%	12,287	56.9%
Renter-occupied	36	8.0%	58	10.6%	3,780	19.9%	4,321	20.0%
Vacant	62	13.8%	67	12.2%	4,665	24.5%	5,004	23.2%
- For Seasonal Use	38	8.4%	43	7.9%	3,541	18.6%	4,054	18.8%

Source: Census

In 2000, over 12% of the town’s total housing units were vacant; of which 43 units out of 67 were for seasonal or recreational use. In the same year, almost 19% of units countywide were for seasonal or recreational use. The homeowner vacancy rate for Appleton was 0.7%, and for Knox County was 1.3%. The rental vacancy rate for Appleton was 4.9%, compared to 5.9% for Knox County. The data suggest an adequate supply of housing for rent and a limited supply for purchase.

The value of housing units surveyed by the Census in the table below includes just 165 of the 480 owner-occupied housing units in Appleton for 2000. From the data, more than 77% of housing was affordable to those households with low and moderate incomes. More recent figures are shown later in this chapter. It is important to note that at any given time, most homes are not for sale, and so their value does not reflect their availability for purchase.

**Appleton
Specified Owner-Occupied Housing Units**

Value in 2000	Number	%
Less than \$50,000	6	3.6
\$50,000 to \$99,999	122	73.9
\$100,000 to \$149,999	28	17.0
\$150,000 to \$199,999	7	4.2
\$200,000 to \$299,999	2	1.2
\$300,000 or more	0	0.0
Median (dollars)	\$86,000	-

Source: Census

Of those monthly rents charged in Appleton, as surveyed by the Census in 2000, almost one-third were under \$500, while more than one-third were between \$500 and \$749. The remaining third were apartments for which no cash rent was charged. From this data, rental housing was affordable to those earning low or moderate incomes in Appleton. More recent figures are shown later in this chapter.

Appleton
Specified Renter-Occupied Housing Units

Rent in 2000	Number	%
Less than \$200	2	4.7
\$200 to \$299	0	0.0
\$300 to \$499	12	27.9
\$500 to \$749	15	34.9
\$750 to \$999	0	0.0
\$1,000 to \$1,499	0	0.0
\$1,500 or more	0	0.0
No cash rent	14	32.6
Median (dollars)	\$513	--

Source: Census

Affordable Housing

Affordable housing is of critical importance for every municipality. High costs are burdensome to individuals, to governments, and the area economy. Many factors contribute to the challenge of finding affordable housing, including local and regional employment opportunities, older residents living longer in their homes; more single-parent households; seasonal housing markets, and generally smaller household sizes. Those Mainers most affected by a lack of affordable housing include older citizens facing increasing maintenance and property taxes; young couples unable to afford their own home; single parents trying to provide a decent home; low-income workers seeking an affordable place to live within commuting distance; and young adults seeking housing independent of their parents.

In 1990, the median household income in Appleton could afford the median price of a house in Appleton. That is not true today; see recent figures below. Housing affordability has become a serious concern. Mobile homes or modular homes constitute most new affordable housing because the cost of the existing housing stock is often too expensive for local families to afford. Once a family has invested in a piece of land, often they can only afford a mobile home or modular for their lot.

Definitions of Affordability

Affordable housing means decent, safe, and sanitary living accommodations that are affordable to very low, low, and moderate-income people. The State defines an affordable owner-occupied housing unit as one for which monthly housing costs do not exceed approximately 30% of monthly income, and an affordable rental unit as one that has a rent not exceeding 30% of the monthly income (including utilities). Affordable housing often includes manufactured housing, multi-family housing, government-assisted housing for very low, low and moderate-income families, and group and foster care facilities.

The percent and number of very low, low and moderate-income households in Appleton, and what housing they can afford is shown in the table below. In 2003, the median home sale price

in Appleton was \$123,750, which was affordable to those in the moderate but not the very low and low income categories.

Housing Affordability by Income in Appleton 2003

Income Categories	Appleton Households		Income	House Can Afford	Rent Can Afford
	Number	%			
Very Low (up to 50% of Median Household Income)	98	19.1	\$23,500	\$67,668	\$588
Low (greater than 50% to 80% of Median Household Income)	101	19.7	\$37,600	\$110,329	\$940
Moderate (greater than 80% up to 150% of Median Household Income)	167	32.4	\$70,500	\$207,505	\$1,763

Source: 2003 Claritas, HUD, MSHA

Note: The HUD Income Limits and Home and Rental Affordability Information analysis for Homes assumes a Front End percentage of 28%, a Loan Period and Interest of 30 years at 6.0% fixed (zero points), Downpayment of 5% and Taxes based on 2002 Mil Rates. The analysis for Rents assumes rental costs do not exceed more than 30% of income. The data represents two bedroom rents and it does include a utility allowance. Also note that HUD Income Limits are county/MSA based. Data by individual town is not available from HUD.

Housing Costs

The next table shows monthly housing costs as a percentage of household income for 39% of the owner-occupied housing units in Appleton in 1999, the most recent year for which this data are available. One-fourth of these households had monthly owner costs over 30% of their income, indicating that their housing was considered unaffordable. The table shows monthly housing costs as a percentage of household income for half of the renter-occupied housing units in Appleton in 1999. More than 27% of these households had monthly rental costs over 30% of their income, indicating that their housing was considered unaffordable. This data suggests that while housing affordability is not an issue for most Appleton residents it does affect a sizable minority.

Appleton Households: Monthly Owner Costs in 1999

Household Income Spent on Housing	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
Less than 15%	38	23.0	8	18.6
15 to 19%	33	20.0	7	16.3
20 to 24%	31	18.8	1	2.3
25 to 29%	21	12.7	5	11.6
30 to 34%	11	6.7	4	9.3
35% or more	31	18.8	4	9.3
Not computed	0	0.0	14	32.6
Total Households Surveyed	165	100.0	43	100.0

Source: Census

Affordability Index

Recent figures on housing affordability are available from the Maine State Housing Authority (MSHA). MSHA has calculated that while housing on average in Appleton is slightly unaffordable to median income earners, it is relatively more affordable than for Knox County, the Rockland Housing market (which includes Knox County and the Town of Waldoboro), and the State as a whole. This has been true for the past five years. The table below shows the estimated median income and the median home price in 2003. The median home that is affordable, based on the State definition of not spending more than 30% of monthly income on housing, is shown. From these two figures, an affordability gap is calculated.

2003 Housing Affordability

Place	Index	Est. Median Income	Median Home Price	Median Home Price Can Afford	Income Needed to Afford	Gap
Appleton	0.93	\$40,806	\$123,750	\$115,631	\$43,671	7.0%
Knox County	0.72	\$41,099	\$167,000	\$120,921	\$56,760	38.1%
Rockland House. Market	0.74	\$40,785	\$161,250	\$119,813	\$54,890	34.6%
Maine	0.81	\$41,645	\$150,000	\$121,532	\$51,400	34.6%

Source: MSHA

Note: An Index of less than 1 is Unaffordable; an Index of more than 1 is Affordable

The table below shows that the median home sale prices in Appleton over the past five years has increased over 60%. These sale prices are based on the number of homes indicated for each year. Sales made without a broker are not included. Lower priced homes are more likely to be sold directly by the homeowner without a broker, and so the figures in the table may be slightly higher than the true market.

Median Home Sale Prices in Appleton

Type of Home	1999		2000		2001		2002		2003		Change
	Median	#	Median	#	Median	#	Median	#	Median	#	
All	\$92,000	14	\$124,750	12	\$110,000	8	\$133,500	12	\$123,750	10	34.5%
Single Family	\$92,000	14	\$124,750	12	\$125,000	7	\$137,000	11	\$148,000	8	60.9%

Source: Statewide Multiple Listing Service (MREIS)

Affordability and State Law

The State of Maine Planning and Land Use Regulation Act requires that every municipality "...shall seek to achieve a level of 10% of new residential development, based on a five-year historical average of residential development in the municipality, meeting the definition of affordable housing." During the past five-year period from 1999 to 2003, 44 housing units were constructed in Appleton. Thus, Appleton would meet the requirement of the Act if the town sought to provide 5 low-income units in this period. Within this period, affordable housing meeting state guidelines was built in the form of mobile housing, as 18 such units were put in place, which was 40.9% of all residential housing constructed. These figures are shown in the table titled "Home Construction in Appleton" placed earlier in this chapter.

The Maine State Housing Authority records only one Section 8 Voucher (subsidized) housing in Appleton in 2003.

Affordable Housing Remedies

While meeting the State goal has not proved difficult for Appleton, there is a desire by residents to maintain and provide for affordable housing, as needed, beyond the state minimums. The State recommends that the town considers ways of helping meet this need. Traditional recommendations include:

1. Relax zoning ordinance and building code requirements that tend to increase building costs. Appleton does not have town wide land use districts/zoning beyond shoreland zoning at present. Any proposed ordinances or amendments will be sensitive to lessen the potential costs imposed on low-income residents. If Appleton develops a building code, it will be sensitive to keeping housing costs down as well.
2. Take steps to allow mobile homes and modular homes in more areas. At present, the town allows these units everywhere.
3. Provide town sewer, water and roads to new parts of town thus "opening up" land for new homes.

The town believes that a regional approach may best meet the need of its low and moderate-income residents. The town would encourage accessory apartments, so-called 'mother-in-law' apartments, and will revise ordinances as needed.

Lot Size and Community Wastewater Facilities

It is commonsense that smaller housing lots are more affordable than larger lots. Given the rising housing costs, the town will consider lot sizes in drafting a land use ordinance. Depending upon soil conditions, small lots may not be able to support housing that is dependent upon septic system and/or well standards necessary to ensure the health of a home's occupants, and to meet minimum state standards. In these areas, municipal sewer and water can allow for smaller and therefore more affordable lots for homebuyers. It is well known that the installation of sewers and water systems is a substantial cost to municipalities. Sewers are rarely installed except in more densely populated areas, and/or pursued when grave environmental and development pressures exist. Even then, significant state and federal funds are often leveraged to develop or expand these systems. Maintenance of sewer and water systems is a large part of the municipal expenditures in service center communities. Appleton is not a service center or a densely populated town. Therefore, the consideration of community wastewater facilities may prove to be a worthwhile compromise. Such shared systems allow for development on smaller lots than could be accommodated by individual septic systems. These shared systems are paid for by developers and users rather than by the town as a whole. When major subdivision proposals are before the town, with adequate ordinance standards, the planning board could request proposals from developers for community wastewater facilities. The costs of these systems are often offset by the increase in allowable units and in costs savings to developers for these planned developments.

Elderly Housing

Elderly housing is a concern for Appleton residents, especially for those who wish to remain in the area. In 2000, 24% of owner occupied housing and more than 10% of rental housing in Appleton was occupied by those over 65 years old. In total, 45 individuals over 65 years old were living alone in Appleton. Rockland has the closest assisted living facilities. While our needs for elderly housing are being met currently, we would welcome a reexamination of this issue as our population ages.

Appleton Age of Householders in 2000

Householders	Owner-Occupied		Renter-Occupied	
	Number	%	Number	%
15 to 24 years	6	1.4	4	6.9
25 to 34 years	67	15.9	15	25.9
35 to 44 years	110	26.1	17	29.3
45 to 54 years	75	17.8	16	27.6
55 to 59 years	41	9.7	0	0.0
60 to 64 years	22	5.2	0	0.0
65 to 74 years	56	13.3	4	6.9
75 to 84 years	40	9.5	2	3.4
85 years and over	5	1.2	0	0.0
Total	422	100.0	58	100.0

Source: Census

Housing Programs

Local, state, and federal governments have a number of different manners of subsidizing housing costs for eligible citizens. In most cases the efforts of different levels of government are integrated, with funding and operation and jurisdictional fields overlapping.

The United States Department of Housing and Urban Development (HUD) is the primary federal agency dealing with affordable housing. Rural Development (RD), formerly Farmers Home Administration (FmHA), part of the United States Department of Agriculture (USDA), also deals with affordable housing. The Maine State Housing Authority (MSHA) is the State's agency for such issues and administers the following: Rental Loan Program, Section 8, SHARP, Supportive Housing, and Vouchers. The Town of Appleton does not have a local housing authority and does not have a public welfare department to oversee general assistance.

Subsidized units are built with state or federal monies for the express purpose of providing housing to lower income individuals and families. A housing project or development may be entirely formed by subsidized units, or the project may be of mixed uses. Subsidized units are typically available to individuals below certain income guidelines, and residents are expected to pay a fixed percentage of their income as rent.

Housing is also subsidized through certificates and vouchers. Especially when subsidized units are not available, the MSHA will provide monies for citizens to use as payment for rent for non-public units. The town is also reimbursed by the State for general assistance money that may be given to citizens with short-term immediate needs for housing. Finally, low interest loans through the federal or state governments are also a form of subsidy.

Issues of Concern

1. Appleton's open land and upland forests have become attractive to large real estate and industrial developers.
2. Unrestricted real estate sales and industrial development can rapidly change the rural atmosphere of the community.
3. There is an **increasing divergence** between housing costs and local income levels.
4. The cost of land is one of the significant factors affecting affordable housing.
5. Increased large-scale real estate development can bring increased regulation that might discourage or prevent young people and other independent-minded persons - the very sort that give life and verve to a rural community - from building their own homes.
6. Some new home and driveway sites are chosen without regard to their potential health, safety and environmental impacts.

Summary

The majority of Appleton residents live in owner-occupied single-family housing. There is a range of new housing in town, with an increase in the use of more affordable manufactured homes. Appleton will continue to attract young working families due to the availability of relatively more affordable housing and land than found in nearby service centers and the coastal communities in which more employment opportunities are found. As well, the percentage of homes owned by retirees - both those from away and natives - will continue to increase as the population ages. Affordable housing is defined as not costing more than 30% of household income. The data reviewed suggest that the cost of housing is of concern to a sizable number of residents, especially young families and the elderly. Proposed ordinance provisions will seek to encourage affordable housing in appropriate areas of town where municipal services can be provided in a cost-effective manner.

Goals

1. To control the nature of residential growth so that the rural character of Appleton is maintained and that property values are protected.
2. To prevent the rapid and costly expansion of municipal services.
3. To promote affordable, safe, and sanitary housing for all Appleton's residents.

Policies

1. To protect and preserve the rural character of Appleton.
2. To encourage, promote, and explore all opportunities for affordable housing in the Town of Appleton.
3. To identify and assist with housing grants and programs, including those programs that encourage the maintenance and upgrading of Appleton's existing housing stock.
4. To allow owners to participate in the construction of their own homes.
5. To insure that all existing code and ordinance requirements are met for all new and renovation projects.
6. To identify existing faulty septic systems; to inform and encourage homeowners to take advantage of cost share programs to bring systems up to code.
7. To assist landowners and homebuilders in developing site plans which will minimize soil erosion and water pollution from septic systems, driveways and excavation.

Recommendations/Implementation Strategies

Note: Recommendations, also known as Implementation Strategies, proposed in this Comprehensive Plan are assigned a responsible party and a timeframe in which to be addressed. *Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long Term* is assigned for strategies to be address within ten years.

1. The selectmen should appoint a committee who would contact the Maine State Housing Authority, Mid Coast Human Resources Council, Habitat for Humanity and other housing assistance program providers to compile a list, which will be available at the town office, of housing grant/low interest loan programs that are available to Appleton residents (Selectmen) Immediate.
2. The Planning Board should review the town's present land use ordinances to assure that they preserve and protect the rural character of Appleton. In addition, the land use ordinances should be analyzed to determine their affect on the affordability of housing (Planning Board) Immediate.
3. The Code Enforcement Officer should draft a letter to distribute to new property owners that informs them about town ordinances, permitting requirements and assistance available (CEO) Ongoing.
4. The town will welcome and encourage participation in programs, grants (CDBG housing assistance and rehabilitation programs) and projects for the construction of subsidized housing whether within the town or the region, grants to homeowners for improvements to energy efficiency, habitability, etc. The town will compile information on these programs and grants for the use of residents (Selectmen) Immediate.
5. The Selectmen will insure that the code enforcement officer (CEO) work to address reported violations of local ordinances and State laws and regulations that affect health, safety or community conditions such as the automobile graveyard provisions, removal of unsafe or deteriorated buildings, replacement of driveway culverts, etc. The CEO will work with the planning board to address any need for modification to the existing land use regulations that may be appropriate (Selectmen, Planning Board, CEO) Ongoing.
6. Through the land use ordinance, the town will continue to encourage affordable housing opportunities by allowing a mixture of appropriate housing types, including accessory apartments to meet the 10% affordable housing goal set in State law. In this effort, the town will encourage senior citizen housing opportunities and the land use ordinance will provide residential areas that allow single and multi-family dwellings, as well as manufactured housing. The town will continue to allow mixed uses and mixed income housing within the residential areas of the town (Planning Board, CEO) Ongoing.

TRANSPORTATION

A safe and dependable transportation system and a network of roadways are the lifeline of a community that links it to its neighbors and the outside world. This is particularly true for small rural communities that have little or no access to a public transportation system.

This chapter details the current condition and usage of Appleton's roadways and bridges as well as provides an overview of the town's total transportation system. Road names and geographic locations are taken from USGS topographic maps. These names occasionally vary from local usage but have been used to maintain consistency.

A goal of this chapter is to plan for the efficient maintenance and improvement of our transportation facilities and services in order to accommodate anticipated development.

Roadways

There are three types of roads in Maine:

Arterial Highways: State highways are usually arterials and are comprised of a system of connected highways throughout the state that serve arterial or through traffic. Arterials carry high-speed, long-distance traffic and attract a significant amount of federal funding. They usually carry Interstate or U.S. route number designations. There are no arterials in Appleton.

Collector Highways: State aid highways are usually collectors and are roads that are not included in the system of state highways, but serve as feeder routes connecting local service roads to the state highway system. These roads collect and distribute traffic to and from arterial routes, serving places of lower population densities, and are somewhat removed from main travel routes.

Local Roads: Local roads include all other public roads not included in the state aid classification system. These roads are maintained entirely by the municipality. Based on the state system, they function as local service roads that provide access to adjacent land. Some local roads may actually be functioning as collectors. Local roads with annual average daily traffic counts greater than 200 vehicles per day and/or serving more than 25 residences may be considered collectors.

Appleton has approximately 47.2 miles of roads. The state maintains 12.54 miles, while the town maintains 34.62 miles of roads. The two state-maintained roads in Appleton, SR (State Route) 105 and SR 131 are classified by MDOT as collectors. Trucks use SR 131 as a bypass to US Route 1, as well as for lumber and gravel trucks originating from local logging operations and quarries. These roads are vitally important as they connect with other arterials and collectors and allow Appleton residents to commute to work and shop outside of town. All state-maintained collector roads in Appleton have a paved surface. SR 17, an arterial that allows access to I-95 in Augusta and U.S. Route 1 in Rockland, is located approximately 6 miles to the south in Union.

Local roads are equal to collector roads in their importance to Appleton citizens. There are 34.62 miles of local roads in the town. Of these local roads, 16.85 miles have a paved surface and 17.77 miles are gravel.

Appleton Roadway Inventory

Roadway	Description (TL = town line)	Arterial, Collector, Local, Public Easement, or Private	Length in Miles	Owned by	Maintained by	Surface	Condition (Good, Fair, Poor)
SR 105	Liberty town line to Hope TL	Collector	11.44	State	State	Paved	
SR 131	Mink's Corner to Union TL	Collector	0.40	State	State	Paved	
SR 131	Tri-Corner to Searsmont TL	Collector	0.70	State	State	Paved	
Fish Town Rd	SR 105 to Liberty TL	Local	1.15			Mixed	
Mitchell Hill Rd	SR 105 to end	Local	0.35				
Esancy Rd	Fish Town Rd to end	Local	0.32				
Linscott Rd	SR 105 to Washington TL	Local	0.34				
Washington Rd	SR 105 to Union TL	Local	0.58				
Collinstown Rd	SR 105 to Liberty TL	Local	4.38				
Miller Cemetery	Collinstown Rd to end	Local	0.27				
North Union Rd	SR 105 to Union TL	Local	0.45				
Rowell Rd	SR 105 to end	Local	1.48				
Ripley Rd	SR 105 to Union TL	Local	0.50				
Snow Hill Rd	SR 105 to end	Local	0.20				
Ridge Rd	SR 105 to Town House Hill	Local	1.61				
Ridge Rd	Town House Hill to Pitman's Corner	Local	1.55				
Ridge Rd	Pitman's Corner to Searsmont TL	Local	1.85				
Town House Hill	SR 105/131 to Ridge Rd	Local	0.89				
Chaples Rd	SR 105/131 to Town House Hill Rd	Local	0.23				
Whitney Rd	Ridge Rd to Fork Rd	Local	0.42				
Whitneyville	Whitney's driveway to Conants	Local	0.26				
W. Appleton Rd	Belfast turn to Pitman's Corner	Local	0.89				
W. Appleton Rd	Pitman's Corner to Searsmont TL	Local	3.94				
Old County Rd	W. Appleton Rd to end	Local	0.18				
Back Rd (Grant's Camp)	W. Appleton Rd to end	Local	0.12				
Road to Bailey's	W. Appleton Rd to end	Local	1.40				
E. Sennebec Rd	SR 105/131 to Gushee Corner	Local	0.54				
E. Sennebec Rd	Gushee Corner to Gurneytown Rd	Local	1.80				
E. Sennebec Rd	Gurney town Rd to Union TL	Local	0.98				
Gushee Rd	E. Sennebec to Sennebec Pond	Local	0.30				
Gurney town Rd	East Sennebec Rd to Gurney Rd	Local	0.47				
Gurney town Rd	Gurney Rd to Cumming's Corner	Local	1.45				
Gurney Rd	Gurneytown Rd to end	Local	0.20				

Roadway	Description (TL = town line)	Arterial, Collector, Local, Public Easement, or Private	Length in Miles	Owned by	Maintained by	Surface	Condition (Good, Fair, Poor)
Sleepy Hollow Rd	Peabody Rd to Cumming's Corner	Local	0.73				
Peasetown Rd	Cumming's Corner to Neils	Local	0.90				
Jones Hill Rd	Cumming's Corner to Hope TL	Local	0.89				
Peabody Rd	East Sennebec Rd to SR 105	Local	2.37				
Magog Rd	SR 105 to Searsmont TL	Local	0.81				

Source: Town Clerk, Road Commissioner

Traffic Commuting Patterns

Most Appleton residents who commute to work drive alone. A sizable minority carpool. Fewer residents walked to work or worked at home in 2000 than in 1990. According to the Census, the average commuting time for Appleton residents was 30.2 minutes in 1990 and 31.7 minutes in 2000.

Commuting Methods of Appleton Residents

	1990		2000	
	Number	%	Number	%
Workers 16 years and older	457	100.0%	613	100.0%
Drove Alone	337	73.7%	488	79.6%
Carpooled	65	14.2%	72	11.7%
Used Public Transportation (including taxis)	0	0.0%	5	0.8%
Used Other Means	1	0.2%	3	0.5%
Walked or worked at home	54	11.8%	45	7.3%

Source: Census

Less than 15% of Appleton residents who work do so in Appleton. Over 55% work outside Appleton, but still in Knox County.

Where Appleton Residents Work

	1990		2000	
	Number	%	Number	%
Total Commuters	457	100.0%	613	100.0%
Work and Reside in Same Town	74	16.2%	90	14.7%
Work in Knox County (outside Appleton)	283	61.9%	339	55.3%
Work in Waldo County	26	5.7%	85	13.9%
Work in Other Maine County	70	15.3%	93	15.2%
Work in Other State	4	0.9%	6	1.0%

Source: Census

Traffic Volumes

Vehicles Miles Traveled (VMT) is a measure of total traffic volume. From 1990 to 2000, VMT increased 24.5% in Knox County. During the same period, the population increased only 9.1%. This indicates that people on average are driving more than they have in the past.

According to Maine DOT, traffic volumes within Appleton have not increased on most state roads from 1997 to 2001, with the exception of SR 105/131 at Morong Corner, which increased more than 14% during this period. The table below shows Annual Average Daily Traffic (AADT) counts for state and selected local roads in Appleton. The volumes represent both through traffic and local activity. Seasonal variation, with peak volumes in the summer, is averaged in these figures. See the map titled Transportation Road Network for AADT information of major roads in Appleton. Residents of Appleton have noted increased traffic on all state roads in town since 1990.

Traffic Volumes

Roadway	Location Description	AADT in 1997	AADT in 2001	Change
West Appleton Rd	South of Guinea Ridge Rd	-	144	
SR 105	Between Magog Rd and SR 105/131	1,040	993	-4.5%
SR 105/131	Between West Appleton Rd and SR 105	1,890	1,884	-0.3%
Appleton Ridge Rd	Between SR 105 and Town House Hill Rd	-	111	
Collinstown Rd	Between SR 105 and Liberty TL	-	99	
SR 105/131	North of Morang Corner	1,330	1,520	14.3%
Burkettville Rd (SR 105)	Northwest of Collinstown Rd / Maddock's Rd Intersection	-	709	

Source: Maine DOT

Traffic Congestion

Traffic congestion lowers a roadway's level of service (LOS). LOS is a qualitative measure that characterizes operational conditions within a traffic stream and includes speed, travel times,

freedom to maneuver, traffic interruptions, and the perceptions of motorists and passengers. See the Transportation Road Network Map for LOS information of major roads in Appleton. There are six levels of service, given letter designations from A to F, with LOS A representing the best operating conditions and LOS F the worst. LOS E is defined as the maximum flow or capacity of a system. For most purposes, however, a level of C or D is usually used as the maximum acceptable volume. Maine DOT has noted no significant degradation in the LOS for state roads within Appleton. SR 105/131 north from Appleton Village has an LOS of B. All other roadways in Appleton have an LOS of A. Although Maine DOT has not noted congestion in Appleton, residents have expressed concern with traffic in the following areas:

- 1.
- 2.
- 3.

Safety

According to Maine DOT, from 1998 through 2002 there were 227 reported accidents in Appleton. There were no fatalities, 4 accidents with serious personal injuries, 22 accidents that involved minor injuries (in which a person had visible injuries, bruises, abrasions, swelling, etc.), and 28 accidents with injuries that were not visible (including momentary unconsciousness or complaint of pain). Most accidents, 173, involved property damage. Maine DOT estimates total cost of all these accidents at \$2,350,000.

Maine DOT calculates roadway and intersection safety and found no high crash locations in Appleton, i.e., areas with at least 8 accidents occurring in 3 years. Nevertheless, residents have expressed concern with safety in the areas identified in the table below.

Locally-Identified Hazards

Area [Indicate: intersection or stretch of roadway]	Hazard [Indicate: Speeding, Poor Sight Distance, Poor Configuration, Poor Shoulders, Pedestrian Crossing, etc.]	Solution [Indicate: Enforcement, Reduce Speed, Redesign, etc.]

Source: Town Residents

Access Management

Access Management is the planned location and design of driveways and entrances to roads. Such planning reduces accidents and prolongs the useful life of arterial roadways. While arterial highways represent only 12% of the state-maintained highway system, they carry 62% of the

statewide traffic volume. Maintaining posted speeds on this system helps people and products move faster, which enhances productivity, reduces congestion-related delays and environmental degradation. By preserving the capacity of the roads we have now, we reduce the need to build costly new highway capacity such as new travel lanes and bypasses.

Maine DOT has established standards, including greater sight distance requirements, based in part on posted speeds, for the permitting of driveways and entrances for three categories of roadways: retrograde arterials, mobility arterials, and all other state and state-aid roads. No roadways in Appleton are classified as a retrograde arterial or mobility arterial.

To maintain and improve traffic flows, future land use ordinances should include access management performance standards that are in accordance with state law. Locating shared access points for businesses and residences can enhance safety while allowing development to occur along state roads.

Bridges

There are ten bridges in Appleton. The town owns and maintains six bridges; the state owns and maintains four bridges. The state will replace the wearing surface of the North Appleton Bridge in the next planning period 2004-2009.

Appleton Bridge Inventory

Bridge Name	Waterway	Road	Location	Owner	Condition
Millay Br.	Medomak River	Fishtown Rd	0.8 mi. north of SR 105	Town	
Magog Br.	Waterman Brook	Magog Rd	0.5 mi. north of SR 105	Town	
Sherman Mills Br.	Allen Brook	Sleepy Hollow Way	1 mi. east of SR 105	Town	
Burkett	Medomak River	SR 105	1.3 mi. south of TL	State	
McLains Mill	St. George River	East Sennebec Rd	2.8 mi. north Rd of TL	Town	
North Appleton	St. George River	SR 105	1 mi. west of TL	State	Poor wearing surface, will be replaced
Jonas Davis	Pettengill Stream	SR 105	1.8 mi. west of SR 131 junction	State	
Allen Brook	Allen Brook	East Sennebec Rd	1.2 mi. north of TL	Town	
Grange Hall	Medomak River	SR 105	1.3 mi. southeast of TL	State	
Pease Brook	Pease Brook	Peasetown	0.8 mi. east of Gurney town Road	Town	

Source: Maine DOT

Public Transportation

No public transportation is available in Appleton. Concord Trailways offers coach service from _____. Costal Trans offers limited services to income eligible persons.

Air Transportation

There are no airports in Appleton. An FAA- approved heliport is located on the property of Ben Magro. [Map #19 Lot 28-30]

Primary regional airports include:

1. Bangor International Airport provides national and international commercial passenger and freight services, as well as civil defense operations. The largest runway is 11,441 feet long. Car rental services are available.
2. Knox County Regional Airport serves Rockland and Knox County with scheduled commercial service, air taxi and general aviation, and is owned by Knox County. The longest runway extends 5000 feet. Voluntary noise abatement is in place, limiting hours of operation. The facility is about 3 miles from Rockland in Owls Head. Fuel is available: 100LL JET-A.
3. Augusta State Airport serves Augusta and Kennebec County with scheduled commercial service, air taxi and general aviation, and is owned by the State of Maine. The longest runway extends 5000 feet. Fuel is available: 100LL Avgas and Jet A.

Railways

There are no rail lines in Appleton or active rail service in neighboring towns. Rockland, Thomaston and Warren have a rail line that services limited freight needs, including those of Dragon Cement, and intermittent seasonal tourist travel to Brunswick, with connecting service to Portland and Boston. Depending on the cost effectiveness, year-round passenger service may become a long term objective of Maine DOT and the communities through which the rail lines passes.

Parking

Most commercial, service or industrial businesses provide parking spaces for their customers and employees in Appleton. If needed, public parking is available at the Appleton Town Office. In general, there is not a great demand for increased public parking.

The largest parking lots in Appleton are listed in the next table.

Parking Lots

Location	Access (Road name)	Approximate number of spaces

Source: Town Clerk

Pedestrian Ways

There are no paved pedestrian sidewalks in Appleton. Most pedestrians use road shoulders as walkways and unpaved paths. Appleton is loosing some of the pedestrian friendliness it once had. This is due to increased traffic on SR 131 and SR 105. There are still walkable areas, for example Jones Hill, Appleton Ridge, and parts of Burkettville. Maintaining and creating neighborhoods in which children can walk to school, and which contain a general store or other unofficial meeting place is important. To do so, preserving existing pedestrian paths and restoring others is needed.

Ports and Marine Transport

Rockland Harbor has the closest port to Appleton in Knox County. It has a public landing and piers for vessels with a draft no greater than 13 feet and/or length no greater than 200 feet.

Ferry service to North Haven, Vinalhaven and Matinicus is provided from the Maine State Ferry Service Marine Terminal in Rockland. Ferry service to Islesboro is provided from a Maine State Ferry Service facility in Lincolnville Beach.

Maine DOT Six-Year Plan and BTIP

The Maine DOT Six-Year Transportation Improvement Plan (2004-2009) lists the major transportation policy initiatives and capital improvement projects Maine DOT expects to include in the within the next six year budgeting period. For Appleton, one project is listed in the Six-Year Plan: North Appleton Bridge, which crosses the Saint George River: replace the wearing surface. The Biennial Transportation Improvement Program (BTIP) is Maine DOT's programming document that defines potential projects for the next two years. Municipalities can suggest projects to be included in the BTIP for potential funding. For Appleton, no projects are listed in the most recent BTIP.

Regional Transportation Advisory Committee

The Regional Transportation Advisory Committee (RTAC) process created by Maine DOT facilitates public participation during the formulation of transportation policy. RTACs are advisory committees consisting of members of the public. The purpose of the RTAC is to provide early and effective input into Maine DOT's plans and programs. The RTAC process is an effort to de-centralize transportation planning and give the public an opportunity to help shape transportation policy and the decision making process.

RTACs work with Maine DOT and the Regional Planning Commissions to develop regional advisory reports for each RTAC Region. These reports outline each RTAC's objectives, goals, and strategies for improving transportation systems in their respective regions and the State. Appleton is part of RTAC-Region 5, which encompasses communities from Brunswick to Winterport. In the 2002 Advisory Report, RTAC 5 set no priority recommendations for Appleton.

Town Road Commissioner

The town has a Road Commissioner (an elected official) coordinate road maintenance and upgrade schedules, and other regulatory duties related to the roadways of Appleton. He advises applicants, the planning board and the CEO on the proposed location of driveways and entrances in accordance with the town permit requirement.

Conclusions

1. There are almost three times as many local roads as there are State maintained roads. This is a significant fact for Appleton's financial future.
2. Of the 34.62 miles of roads owned and maintained by the town, 48.6% are paved and 51.4% are gravel.
3. Overall, the roads in Appleton are in fair to good condition.
4. Traffic counts have increased
5. According to MDOT, two of the ten bridges in Appleton are in need of repair.
6. From 1997 to 2002, there were no traffic fatalities.
7. The largest number of accidents occurred at the intersection of SR 131 and 105 in North Appleton.

Issues of Concern

1. The potential costs involved when gravel roads must be re-graded or paved.
2. The concerns of safety and liability regarding the replacement or repair of the two bridges in question.
3. The need for walkways to insure the safety of pedestrians.
4. The need for a road maintenance/management schedule given the increase in the population and traffic volume.
5. The need for adequate parking areas to facilitate car pooling.
6. Difficulty of establishing public transport due to such a diversity of areas that are frequented.
7. Increased traffic volume may also contribute to the increased number of accidents, particularly at the SR 105/131 intersection.
8. Heavy and overweight trucks have an inordinately large negative impact on local roads, particularly during the mud season.
9. Use of salt on roads in the winter can pollute ground and surface water resources.

Summary

Major transportation linkages in Appleton consist of SR (State Route) 105 and SR 131. Residents rely on the road network as their primary means of transportation movement. Therefore, state and town roads should provide safe, reliable access to work, school, stores, and residences. Overall, Appleton's roadways are in fair to good condition. Given limited funding and the significant expense, the town has done a noteworthy job of maintaining its local roads. Continued proper and affordable maintenance of the road network will be in the best interest of all residents. Since Maine DOT has jurisdiction over state roads and several bridges within Appleton, the town will continue to communicate and cooperate with that department to ensure necessary roadway improvements are made in a more timely manner.

Goal

1. To maintain and improve the safety and the condition of existing town roads while minimizing fiscal and environmental impacts in the future

Policies

1. To develop alternatives that will increase pedestrian safety on roadways.
2. To investigate alternatives to using salt on local roads.
3. To develop a local road maintenance/reconstruction schedule. The schedule should be compatible with the intent of this plan to preserve the town's rural character.
4. To promote and develop alternatives to single passenger commuting patterns.
5. To develop town policies for when the town takes over or reopens a road or when a road is converted from gravel to asphalt.

Implementation Strategies

Note: Recommendations, also known as Implementation Strategies, proposed in this Comprehensive Plan are assigned a responsible party and a timeframe in which to be addressed. *Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long Term* is assigned for strategies to be address within ten years.

1. The Selectmen should **continue to** appoint local citizens to **the** Local Roads Committee whose duties include, but **are not** limited to, the following:
 - A. Developing a road maintenance schedule that will provide the Road Commissioner with a priority order for maintenance, upgrading and replacement of local roads (**Local Roads Committee**) **Ongoing**.

- B. Drafting a job description for the Road Commissioner position (Local Roads Committee) Immediate.
 - C. Developing policies and standards for the residents' approval, which pertain to the safety, efficiency, upkeep, and resurfacing of local roads (Local Roads Committee) Immediate.
 - D. Finding ways to promote alternatives to single passenger commuting patterns, emphasizing the financial, social and environmental benefits to both the town and individuals (Local Roads Committee) Ongoing.
 - E. Maintain a positive working relationship with selectmen, planning board and Appleton citizens in order to provide guidance and sound policies/decision-making regarding local roadways (Local Roads Committee) Ongoing.
2. To maintain and improve traffic flows, and improve safety, future land use ordinances should be in harmony with access management performance standards set in current state regulations for state and state aid roadways (Planning Board) Immediate.
 3. To promote pedestrian and bicyclist friendly facilities, the town will welcome opportunities to create walking and bicycling spaces and to facilitate the development of park and walk, or park and bike facilities. Through public participation the town will prioritize potential projects, and then seek CDBG infrastructure funds, Maine DOT Enhancement funds, and other sources, to connect and extend existing pathways and create paths and crosswalks where best suited, with a focus on village areas, and in agreement with landowners. Public support for these project proposals will be obtained before the town commits resources (Selectmen, Planning Board, Road Commissioner, Town Meeting) Immediate.

FISCAL CAPACITY

Introduction

All planning decisions must take into account a municipality's ability to make the necessary expenditures and the effect this **spending** will have on its citizens. An analysis of past and present fiscal trends will help to forecast future operational and capital expenditures and enable the town to meet these commitments.

The primary funding source for municipal government is property tax revenue. In order to maintain a consistent mil rate year to year, town government must operate in a fiscally responsible manner. Large fluctuations in the tax rate can cause public outcry and can discourage economic development. Although the priorities of the town may change from one election year to another, stable municipal finances are always a fundamental responsibility of town government. It is important for Appleton to handle diligently all yearly expenditures while at the same time planning for the town's long-term objectives. As is the case with any business, the physical assets of Appleton must be properly maintained through capital reserve accounts to protect the town's continued economic health.

The goal of this Chapter, as with the Public Facilities Chapter, is to plan for, finance, and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development, without placing an enormous burden on the town's taxpayers.

The majority of the financial information for this Chapter was taken from town reports.

Valuations

As noted, the town's primary revenue source is through the taxation of real and personal property. These taxes are assessed to local property owners according to the fair market value of their property. This assessment is known as the municipal or town valuation and is determined by the local tax assessor.

According to town reports, Appleton's total real and personal property valuation was \$39,129,420 in 1999-2000 and had risen to \$49,609,980 in 2003-04. This was a 26.8% increase.

In 2003, the town's top five taxpayers were:

Top Five Appleton Taxpayers in 2003

	Name	Tax Amount in 2003
1	Maritime & Northeast Pipeline	\$36,320.91
2	Central Maine Power	\$16,865.90
3	John & Lorraine Bender	\$12,530.63
4	Michael T. Gushee	\$5,493.55
5	Charles Markowitz/ Jan Gorton	\$5,329.79

Source: Town Assessor

State law provides for tax exemptions for certain types of property, including charitable and benevolent, religious, literary and scientific, and governmental organizations. Generally, these properties would be non-taxable by exemption. Partial exemptions also exist for veterans of foreign wars or their widows who have not re-married, individuals who are legally blind and homestead exemptions for the homeowner's primary residence. The state does provide some reimbursement to the municipalities for veteran and homestead exemptions. In many communities the number of exempt properties is increasing which in turn decreases the municipal tax base. Since exemptions are established by statute, the town has virtually no choice but to grant an applicable exemption. Often, in such a case as a real estate transfer to a tax-exempt organization, the town has little notice that the property will seek exempt status and then the town must deal with the impact on the upcoming budget. As the amount of these exemptions increases, it becomes very difficult for the community to maintain a constant tax rate.

The state also places a total valuation on the town. This is known as the State Valuation. Every year the Maine Revenue Services Property Tax Division reviews all arms length sales that have occurred in each community. (An arms length sale is a sale that occurs between a willing seller and a willing buyer without any extenuating circumstances. Examples of non-arms length sales could be estate sales, interfamily transfers, foreclosure sales and auctions.) Arms length sales are compared to the town's local assessed values to determine the assessment ratio or the percentage of market value that the town is assessing. The state's valuation is used to determine the amount of revenue sharing the town will receive and the portion of the county tax that the municipality will pay.

The assessor's records indicate the town has not had a total town-wide revaluation since 1986. The town's current state certified assessment ratio is 60% of market value. The state indicates that a town should be revalued at least once in every ten-year period. However, they also indicate that a revaluation must be performed when the assessment ratio falls below 70% of market value. The town is currently putting aside resources to conduct a revaluation within the next several years.

Property Tax Rate

After the town's budget has been approved and all applicable state and local revenues are deducted from the approved expenditures, the town arrives at the dollar amount that will be raised through tax revenues. This amount is called the net commitment or appropriation. The local assessor arrives at a valuation for each taxable property in the town and the taxpayers are assessed their share of the tax burden through a mathematical calculation. The total appropriation is then divided by the total taxable or assessed valuation of the town to arrive at the minimum tax rate. This rate is usually expressed in dollars per thousand-dollars of valuation, or in decimal form, commonly referred to as the mil rate. The difference between the amount that is actually committed to the collector and the total appropriation is called overlay. Overlay is commonly used to pay any tax abatements that are granted during that tax year. Any overlay that remains at the end of the year is usually placed into the general fund. The overlay cannot exceed 5% of the total appropriations. Since the mil rate is a direct result of a mathematical calculation, fluctuations in this rate will occur from year to year if there is a change in the total valuation or the tax commitment.

Appleton’s mil rate in 1999-2000 was 17.75. In 2003-04, it was 23.00.

Maine Municipal Association (MMA) has ranked local property tax burden for all Maine municipalities. Their calculation considered municipal full value mil rate, commitment, median household income, median home value and property tax. The table below shows selected municipalities in the region for the most recent year available. A rank of 1 was the highest burden and 486 was the lowest. Appleton was listed as number 239. The State calculated equalized mil rates for all municipalities in 2001. The weighted average rate was 15.56. Appleton’s state equalized rate was 14.93, indicating slightly lower property taxes than found statewide. That trend has continued. In 2003, the State Planning Office indicated that Appleton’s mil rate ranked 404 out of 491 statewide, and 17 out of 18 countywide. Appleton’s rate is below those of major service center communities because they provide more municipal services to both residents and visitors than typically offered in smaller towns like Appleton.

Relative to surrounding communities, the bulk of Appleton’s tax burden is attributable to education, county tax and other expenses that are beyond the control of Appleton municipal government. Appleton town services and administration are rather fiscally conservative, particularly in comparison to nearby service center communities.

Property Tax Burden Rankings

Selected Places	1999 Property Tax Paid as % of Median Income	1999 Burden Rank	2001 State Equalized Mil Rate (for comparisons only, indexed, not actual)
Appleton	3.41	239	14.93
Camden	5.92	30	13.35
Hope	4.70	83	15.45
Liberty	3.73	194	12.85
Rockland	7.04	9	23.02
Rockport	5.29	49	15.09
Searsmont	3.91	165	14.38
Thomaston	7.57	5	23.08
Union	3.90	168	14.34
Warren	5.25	51	14.45
Washington	3.26	275	12.88

Sources: Maine Municipal Association 1999, Maine Revenue Services 2001

Municipal Revenues

The table below shows the major sources of municipal revenue for fiscal years 1999 through 2003. Intergovernmental revenues consist of road maintenance funds, tree-growth, veteran and homestead reimbursements. Other sources consist of general assistance funds, insurance dividends, sale of town property, fees, interest on investments, transfers from other funds, interest and municipal revenue sharing.

In 1999, property taxes were 46.9% of total revenues. In 2003, that figure rose to 59.6%. On average, property tax revenue increased 5.38% per year during this period. Intergovernmental revenues were 48.2% of total town revenue in 1999, and 38.9% in 2003, indicating a decrease in state aid. Towns throughout the state, including Appleton, are relying on property taxes more heavily given reduced state funding.

Town of Appleton Actual Revenues 1999-2003 (for year ending June 30)

Categories	1999	2000	2001	2002	2003	Change 1999-2003
Taxes	803,346	822,985	939,236	1,042,663	1,223,929	52.4%
Licenses and Permits	2,068	2,004	1,746	2,513	3,288	59.0%
Intergovernmental	824,759	675,078	707,787	754,494	798,691	-3.2%
Charges for Services	6,201	6,736	6,500	7,361	9,247	49.1%
Interest	36,915	42,351	40,176	21,536	17,766	-51.9%
Misc.	38,895	25,075	13,906	7,190	2,041	-94.8%
Total	\$1,712,184	\$1,574,229	\$1,709,351	\$1,835,757	\$2,054,962	20.0%

Source: Appleton Town Reports

Municipal Expenditures

Appleton has consistently administered in a fiscally conservative manner those expenditures over which the town has control. Most of the town budget, however, contains expenditures over which the town has no control, including education and county tax. All expenditure percentages are affected yearly by the local budget and the amount of state revenue sharing.

The table below shows the money spent for each of the major departments within the town for fiscal years 1999 through 2003. In 2003, over 75% of total expenditures went to education and county tax (categorized as Special Assessments), a decrease from 80% of total expenditures since 1999. In the past five years, spending on education rose almost 6% and special assessments rose by more than 19%.

The second largest expenditure, after education, was public works, which comprised over 10% of the total expenditures in 1999 and almost 13% in 2003. Over the period spending on public works increase 38%, a large percentage of which was spent on sanding, plowing and town road maintenance.

As a portion of total expenditures, General Government (including town administration) has increased from 4.2% to 6.0% of total expenditures in the past five years. In absolute terms, the town has seen almost a 64% increase in General Government expenses, which is mostly due to increased staffing requirements, making this the third largest expenditure category.

Town of Appleton Actual Expenditures 1999-2003 (for year ending June 30)

Categories	1999	2000	2001	2002	2003	Change 1999-2003
General Gov't.	76,697	80,274	84,336	101,005	125,715	63.9%
Protection	35,882	32,570	80,794	70,016	66,902	86.5%
Public Works	193,605	168,982	300,617	250,823	267,244	38.0%
Education	1,405,795	1,142,627	1,206,085	1,329,628	1,488,756	5.9%
Health & Sanitation	26,337	27,415	28,947	31,348	32,891	24.9%
Special Assessments	60,866	60,093	67,122	72,758	72,810	19.6%
Social Services	12,484	13,520	17,457	27,658	24,265	94.4%
Unclassified	19,719	5,000	9,054	9,645	0	-100.0%
Total	\$1,831,385	\$1,530,481	\$1,794,412	\$1,892,881	\$2,078,583	13.5%

Source: Appleton Town Reports

It is difficult to predict municipal expenditures for the next ten years. Demands for services, county assessments, valuation, population, and many other factors all enter the very political process of determining expenditures every year.

Capital Improvement Plan

See the Capital Improvement Plan Chapter for this information.

Growth and Development

Increased growth and development, particularly residential development, puts an extra burden on a town's budget by creating a demand for new or improved public facilities and municipal services. In addition, unfunded state and federal mandates as well as inflation have a significant effect on a municipality's budget. In the future, Appleton's budget will most likely be affected by a combination of these factors.

Currently, the town has a strong municipal financial structure. This strength is evidenced by various economic trends and indicators, such as an increasing valuation, consistent positive ratio of revenues to expenditures, relatively stable tax rate and a modest long terra debt. It appears that Appleton will be able to meet its future financial commitments.

Summary Conclusions

1. From 1999 to 2003, total municipal revenues increased by 20%, mostly from property tax increased assessments, while total municipal expenditures increased by 13.5%.
2. State funds have decreased as a percentage of Appleton's municipal budget.
3. Appleton's tax rate is below the median when compared to the statewide and countywide averages.

4. Education accounts for the highest percentage of municipal expenditures.
5. As indicated by the figures, Appleton has been doing very well in managing its finances over the last five years. In the past, the town has been responsible and has budgeted for capital improvements through the use of a capital improvement plan, which helps spread out the costs of expensive but necessary infrastructure.

Issues of Concern

1. Given Appleton's dependence on State funds, further decreased State funding levels would have a negative impact on municipal operations.
2. An increasing residential population will increase the demand for municipal services. Costs of services will, most likely, be higher than increased property tax revenues and thus create a higher tax rate.
3. As the school age population continues to increase, educational expenditures will increase and most likely cause taxes to increase.

Goal

1. To promote stability and practicality in local fiscal management while minimizing the financial impact of tax assessments on local residents

Policies

1. To seek out and apply for state and federal grant programs, the funds for which can be used to lessen the financial impact of new or improved municipal facilities and services.
2. To consider a policy which would (a) require new commercial and residential subdivisions to be financially responsible for all changes in current municipal services and facilities and (b) ensure that any new municipal water or sewage facilities and services are maintained and upgraded by the owners/tenants.
3. To consider alternative property tax payment schedules.
4. To continue to support Appleton's membership in the Tri-County Solid Waste Management Organization.

Recommendations/Implementation Strategies

Note: Recommendations, also known as Implementation Strategies, proposed in this Comprehensive Plan are assigned a responsible party and a timeframe in which to be addressed. *Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be

addressed within two years after the adoption of this Comprehensive Plan; and *Long Term* is assigned for strategies to be address within ten years.

1. The selectmen should analyze current property tax payment schedules and determine whether alternatives, such as monthly tax payments, or semi-annually, would be acceptable to the town and beneficial to Appleton residents (Selectmen) Immediate.
2. The Selectmen should determine what state and federal grant programs are available to the Town of Appleton. The selectmen should provide this information to the budget committee and to the townspeople on an annual basis or as often as possible. The townspeople will determine whether to apply for these funds (Selectmen, Town Meeting) Ongoing.
3. The Solid Waste Committee should continue its approach in determining the most fiscally efficient and environmentally sound solid waste disposal method(s). Currently this includes increasing recycling efforts, membership in the Tri-County Solid Waste Management Organization and analyzing other solid waste disposal approaches (Solid Waste Committee) Ongoing.
4. The Planning Board, in conjunction with the Selectmen, should determine whether the current subdivision ordinance should be modified to protect the town's fiscal responsibility for changes to and future maintenance of municipal facilities and services created by new commercial and residential subdivisions (Planning Board, Selectmen) Immediate.
5. The Budget Committee will continue to review the funding requests yearly and make recommendations for town meeting review. This process will promote an efficient and cost effective methodology for financing and operating the existing and future facilities of the town (Budget Committee) Ongoing.
6. The Townspeople should decide whether they are willing to support the hiring of a town manager to supervise the day-to-day business of the Town and assure effective provision of services to the residents (Town Meeting, Selectmen) Immediate.
7. The Townspeople should decide whether they are willing to support the hiring of a full-time Code Enforcement Officer (CEO) to replace the current part time position in order to provide adequate permitting services, as well as to enforce existing ordinances and state regulations (Town Meeting, Selectmen) Immediate.

Note: Please see the Capital Improvement Plan Chapter, for the specific improvements recommended for the town to undertake during the next ten-year planning period.

PUBLIC FACILITIES AND SERVICES

Introduction

This chapter reviews the existing public facilities and services, and estimates future needs based upon anticipated growth and economic development. Current facilities and services are described to determine if they adequately serve the town today and if they have the available capacity to serve the town for the next ten years. The goal of this chapter is to plan, finance, and develop an efficient system of public facilities and services that will accommodate the town's future needs.

See the Public Facilities Map for the location of these facilities within Appleton.

Governance

Appleton is part of State Senate District 11, State House District 60, and U.S. Congressional District 1.

Appleton operates under the town meeting form of government administered by a three-person board of selectmen, serving staggered three-year terms and typically meeting the _____ of each month, or as needed. The town's fiscal year ends on June 30. Approval for the budget is achieved through the election (held on the second Tuesday of June) and the annual town meeting (held on third Saturday of June). The school budget meeting is held in June. Other town meetings are held as needed throughout the year.

All municipal departments have capital reserve accounts for equipment replacement and building maintenance.

All town positions with the exception of school employees are part time, and are as follows:

1. Town Clerk
2. Registrar of Voters
3. Treasurer
4. Tax and Excise Tax Collector
5. School (see separate entry)
6. Road Commissioner
7. Constables (two)
8. Health Officer
9. Fire Dept. (see separate entry)
10. Ballot Clerks (two)
11. Code Enforcement Officer
12. Town Forester
13. Animal Control Officer

Boards and Committees

The board of selectmen appoints long term, short term and project committees as needed. The following are standing boards and committees:

1. Budget Committee (7 members)
2. Board of Appeals (3 members)
3. Planning Board (5 members and 2 alternates)
4. Conservation & Beautification Committee (4 members)
5. School Board, Solid Waste Committee, Building Committee (Town Hall)
6. Fire Protection Committee

The Budget Committee works with the Board of Selectmen and town employees to prepare the annual budget for town meeting.

The Board of Appeals hears grievances regarding tax abatements, variance requests and administrative appeals.

The Planning Board holds monthly meetings to review permit applications for development. The planning board reviews subdivisions, shoreland zoning and wetland's issues for compliance with state and local regulations.

The Solid Waste Committee guided the closing of the landfill, the creation of new solid waste ordinances, and helped the Town join the Tri County Solid Waste Transfer Station for Recycling Services.

Fire Protection Committee helped secure a new firehouse, a new fire truck, new equipment and increased training for the volunteer firefighters.

Street Lighting

Several streetlights, owned and serviced by Central Maine Power Company, are located about the village.

Municipal Buildings, Properties and Services

Town Hall: Located in the former Village School, this building houses the Town Office and meeting rooms. Town meetings are held here and in the Village School. The building is in fair condition with ongoing renovations and repairs.

Mildred Stevens Memorial Library: Located on Main Street in Appleton. (See [the History and Culture Chapter](#) for the library's history).

Librarians: **Nancy Brown and Leola Dearborn.**
Hours: **Open one afternoon and evening during the week.**
Usage: **Circulation is 300 (there was a larger circulation before the**

Capacity: new Village School Library opened).
7,500 books.
Remarks: An annual report is published in the Appleton March Annual Report. Funding comes from town appropriation. Other funding comes from memorial funds, gifts, book sales, and rents from the use of the building.
Collection: Total (rough count) 6323

As with so many village services the library depends on the help and support of members of the community. There is a need for more community involvement, since all work is voluntary (aside from some building repair). Library workers are dedicated to the preservation of this building.

Salt/Sand Storage Shed: Decried as a town necessity by the State of Maine, a salt/sand storage shed has been built in Appleton, located _____.

Fire Station: A three bay fire station is located on property adjacent to the town hall and was designed with expansion in mind should voters ever decide to relocate the town hall there. The new fire station has a fireproof vault in the basement where irreplaceable town records can be stored safely. Currently records are vulnerable to loss or damage in the present town hall.

Volunteer Fire Department: Appleton has a volunteer fire department. Current staff includes a Fire Chief, Assistant Fire Chief, Lieutenant, and approximately ten Firefighters. Officers are nominated by the firefighters and appointed by the Selectmen. The town has mutual aid agreements with surrounding towns.

Present firefighting apparatus include the following:

1. One 1973 Ford high pressure unit with 750 gallon tank capacity
2. One 1956 Ward LaFrance Pumper with 750 gallons per minute (gpm) pumping capacity and 300 gallon tank capacity
3. Approximately 3000' of 2 1/2" supply/fire fighting hose
4. 400' of 4" supply line

Appleton's fire station is designed to hold six trucks or other vehicles. If present growth trends continue, a substation may be necessary in Burkettville within 10 years. Projected equipment needs are listed below.

For the Village Station:

1. Two pumpers with 1,000-gpm pumps and 800-1,000-tank capacity
2. Two tank trucks with 5,000-gallon combined tank capacity, the tanks should also be equipped with a minimum of 500-gpm pumps
3. One forestry/utility unit

For the Burkettville Station:

1. One pumper with a 1,000-gpm pump and a 800-1,000-tank capacity
2. One tank truck with a 600-gpm pump and a 2,500-gallon tank capacity.

This equipment list is based on a formula for required water flow to fight structural fires. (Example: a single story ranch 24'X36' requires a Dow of LW/3 or 288 gallons per minute for a light to moderate fire.)

To improve fire fighting readiness and equipment, the department recommends the following actions:

1. Establish new fire ponds and require new subdivisions to include fire ponds within the subdivision
2. Improve truck access to existing water supplies
3. Refit present apparatus to meet the town's needs
4. When vehicle or equipment purchases are necessary, compare cost and quality of used vs. new equipment;
5. That there be greater participation of town residents in the fire department
6. The department should work closely with adjoining towns in Mutual Aid Response and future equipment purchases.

Appleton School Department and Five Town CSD

The Appleton School Department provides for the education of pupils in the town of Appleton. The School Department operates the Appleton Village School, 737 Union Road. As of October 2003, 132 Appleton resident pupils attended this school for grades K-8.

In 1998, the Appleton School Department joined with four adjoining towns to create the Five Town CSD of Appleton, Camden, Hope, Lincolnville, and Rockport. Before then Appleton was a member of SAD 28. The CSD built and continues to operate the Camden Hills Regional High School at 25 Keelson Drive (off SR 90), Rockport. This new school has attracted a number of families to Appleton, since the town is one of the more affordable communities in the CSD. The school provides for the education of pupils in grades 9 through 12. As of October 1, 2003, the school served 743 students, of which _____ were Appleton residents. Past and forecasted enrollment figures are found in the Population Chapter.

The school administrative unit's per-pupil operating costs for the most recent fiscal year are shown in the following table. Most of the school unit's costs are represented by these amounts. However, expenditures from most federal sources are excluded, and some expenditures from state and local funds are also excluded. At the Elementary and Secondary levels, education costs locally are greater than the statewide average per-pupil costs.

Per-Pupil Operating Costs

2001-02	Elementary (K-8)	Secondary (9-12)
Local School Unit	\$6,179.04	\$6,903.17
Statewide	\$5,230.00	\$5,978.00

Source: Maine Department of Education

Local property taxpayers pay for much of their school administrative unit's costs. The taxpayer effort to provide this local share of school unit costs can be described as a mil rate: the number of property tax dollars raised for each \$1,000 of taxable property. The school administrative unit mil rate for 2001-02 for the Appleton Village School was 15.04. For the Five Town CSD it was 12.71. The statewide average was 11.88.

Instruction

The mission of the Appleton Village School is to provide quality education for the children of Appleton. Curricula of instruction are developed and written by the teachers. Published curricula are adopted into daily instruction. A guidance counselor provides services to individuals and small groups including career counseling, drug awareness and helping children from abusive environments.

Staff

A principal and an assistant principal administer Appleton Village School. Superintendent services are shared with SAD #28. Each grade has a separate classroom staffed by a teacher. There are 5 teacher's aides, 4 full time and 1 part-time, who assist the teachers. A music teacher and an arts teacher provide fine arts education. A part-time librarian staffs the school's library. Once a week, the students participate in physical education class. A Special Education Department, Guidance Counselor and Speech Therapist provide specialized education to students who need them. One full-time maintenance person and a part-time custodian provide maintenance for the school.

Student Health

A comprehensive health curriculum for the students is in the process of development through the efforts of parents and teachers. The Appleton Village School receives basic nursing service from the Department of Human Services division of Public Health Nursing.

Building and Grounds

A wing of the Appleton Village School was completed in 1989. In addition to the wing, the playground was expanded with opportunities now including a soccer field with goals, a baseball field, a basketball court, plenty of swings and other playground apparatus. A modular classroom has been sold and moved to Belfast. An inventory of the school's contents has been completed.

School Improvement Committee

The Appleton Village School Improvement Plan (SIP) Committee was established to generate community input for the school program. The SIP Committee consists of about a dozen volunteers from the community, Meeting monthly during the school year, the SIP Committee members develop a broad compendium of ideas and suggestions through discussion and research. The list of suggestions is evaluated for practicality and becomes the Annual SIP Committee Report to the Appleton Village School Committee for consideration and possible action.

Parent Teacher Association

The PTA group has begun a series of programs dealing with parenting skills and peer group discussions.

Transportation

Two school buses are under contract and one school bus is leased. Three drivers cover 200 miles a day in the transport of students to the Appleton Village School and Camden Hills Regional High School.

Planning

The school staff, the school committee, the School Improvement Plan Committee and the Parent Teacher Association, makes recommendations for the future. The analysis of needs and direction is a continual process.

Pre-School and Daycare

No pre-school programs exist in town. However, Appleton's first state licensed daycare center has opened for business.

School Recommendations

1. Develop a grade level curriculum handbook for parents.
2. Develop a summer school program that provides needed academic remediation and academic stimulation for approximately 40 students.
3. Develop a regular program of after-school enrichment activities for our children. These activities should provide physical, vocational, and academic enrichment for our students.
4. Together with community and staff representation, write, adopt, and implement a comprehensive health curriculum for Appleton Village School students grades K-8

This curriculum would include such topics as physical fitness, nutrition, self esteem, drug awareness, mental health, and human sexuality.

5. Design the school day and year to provide optimal use of student time in school and optimal use of staff time to develop and implement these and other recommendations.
6. Study the amount of time needed in the schedule to effectively teach the Fine Arts and Physical Education. Consider the possibility of an annual student theatrical production and an art show.
7. Promote greater community involvement in the education of our students. Promote volunteer programs, business partnerships, and other school community relationships to enrich our school environment.
8. Study our short-term and long-term transportation needs. Pursue transportation arrangements for our high school students participating in after-school events. Provide transportation for AVS students for after-school events.

Medical Facilities

There is no primary health care (acute or preventive) available within town.

Contract volunteer ambulance service is available from Union. The average distance is 10 miles. The average response time to Appleton is less than 30 minutes. Penobscot Bay Medical Center, Rockport, is 20 miles away. Waldo County General Hospital, Belfast, is also 20 miles away. (The Madge H. Walker Trust provides benefits of free medical care at Waldo County General Hospital and Mid-Maine Medical Center in Belfast and Waterville, respectively.) Physicians' offices are clustered around each acute care facility. Sheepscot Valley Health Center in Cooper's Mills is a walk-in clinic, and is not always staffed.

Visiting RN's (Registered Nurse) are available from Kno-Wal-Lin (Knox-Waldo-Lincoln Community Health Services) in Rockland, Lincolnville and Damariscotta, by order of attending medical doctor, paid in part by Medicare.

Mandated requirements for training and equipment for emergency medical personnel may push volunteer service out of the picture.

Appleton may want to look at attracting medical care to the town or assisting a regional clinic facility.

Communications

Telephone Service: Verizon principally serves the town. Consumers choose among numerous companies for local and long distance services. A few customers are served by exchanges in Washington and Lincolnville, but when they call within Appleton they are not charged for long distance calls.

Newspapers: Regional weeklies include the Waldo Independent and Republican Journal, both located in Belfast; the Camden Herald; and the Free Press, Rockland. The Rockland Courier-Gazette is published **two** times a week. Principal dailies are the Bangor Daily News and the Portland Press Herald.

Television Stations: Aerial reception of commercial network stations (ABC, CBS, and NBC) and Maine PBS depends upon the location within town, topography, etc. Satellite service is also dependent on location; however in most areas service is available, dependent on unobstructed views of the southern sky. Cable service is _____ available in _____ locations.

Radio: Camden and Rockland both offer stations serving Appleton. The Maine Public Broadcasting Network also serves the town.

Postal Service: Appleton has no in-town post office; rural free delivery service is provided by **the postal offices in** Union (04862), Washington (04574), Liberty (04949) and Hope (04847).

Energy Facilities

Hydroelectric Dams: There are no generating facilities in Appleton, and it appears that there is not a sufficient flow in any of the town's streams or rivers to serve as a reliable generating source. In addition, it is not now economically feasible to construct a new facility, since Central Maine Power Co. (CMP) will not purchase the excess power generated at a price high enough to provide the necessary return on investment. In addition to a favorable contract from (CMP) the potential applicant must receive a permit from the Maine Department of Environmental Protection and must also receive approval from the Federal government.

CMP Distribution Lines: The regional office for CMP is in Rockland. Any expansion of the network is up to the individual owner or developer to finance. The current practice is for CMP to "give" the first 300 feet of the extension with pole, if needed, to the applicant at no charge, with each foot thereafter costing **the applicant a certain amount with rates subject to change..**

Sewage Facilities

There are no public sewers, and each home has its own **on-site subsurface wastewater** facility. **Most** homes have septic tank-leach field systems, but there are a **few with cesspools/lagoons and/or** outhouses in use. The town has made no provisions for septage disposal.

Solid Waste Facilities

The town has a charter waste disposal agreement with Tri-County Solid Waste in Union (which serves Appleton, Liberty, Palermo, Somerville, Union, and Washington). This facility had an adjusted recycling rate of 51.4% in 2001, with waste disposed at PERC in Orrington.

Interstate Septic Facility of Rockland is contracted to provide septic pumping services for the town.

Water Supply

The Maine Department of Health and Human Services, Drinking Water Program records three public water sources in Appleton as of 2003, as noted in the table below.

Public Water Supplies in Appleton

State #	Public Water System (pws) name	PWS Type	Source Name	Source Type
ME0000011	Appleton Village School	NTNC	DR WELL 450'	Groundwater
ME0001002	Sennebec Lake Campground	NC	DR WELL 285'	Groundwater
ME0001002	Sennebec Lake Campground	NC	#2 WELL-266'	Groundwater

Source: Maine Department of Health and Human Services

In 1992 the town noted five public water supplies in Appleton, listed below, of which _____ are still in use.

Facility	# served by system
Appleco, Inc.	25
Appleton Village School	107
Sennebec Lake Campground	204
The ME & D. Store	25
Tri-Corner Market	25

Each home or business has its own private source, normally a drilled or a dug well. There is some limited use of surface waters.

Appleton’s growing population has placed increasing demands on the water supply. This demand is not simply for drinking purposes, but for landscaping and gardening, and for recreational water use. Increasing water usage is of concern. Landscaping companies from adjoining towns have used pumper trucks to draw water from lakes in Appleton during the recent drought. There are no local regulations concerning this practice.

Cemeteries

See the Public Facilities Map for the location of cemeteries within Appleton.

CLARK CEMETERY

Sexton/Caretaker: **Roland Wiley. Mary Clark hires caretaker**
 Description: north of Appleton Ridge, west side on SR 105
 Condition: **excellent**
 Usage: private, family, continued use
 Remarks: not open to the public

HART CEMETERY

Sexton/Caretaker: **Clifton Fuller, hired by the Appleton Memorial Association**
Description: Appleton Ridge Road, east side north of blueberry field (North of Kate Barnes' property)
Condition: **better**
Usage: closed
Capacity: full in 1910

LERMOND-ESANCY CEMETERY

Sexton/Caretaker: **Clifton Fuller**
Description: Fishtown Road, west side, near **SR 220**
Usage: closed

METCALF CEMETERY

Sexton/Caretaker: **Clifton Fuller**
Description: East side of Guinea Ridge Road (Rowell Road) off **SR 105**
Condition: **overgrown-stones sunken, many years of neglect prior to recent work**
Usage: closed
Remarks: historical: Revolutionary War soldier, with descendants from the War of 1812 and the American Civil War

MILLER CEMETERY

Sexton/Caretaker: **Louise Robbins**
Description: Collinstown Road at the **SR 105** end, on an abandoned road
Condition: good, "not abused by parties, vandals, etc."
Usage: open
Capacity: family lots are all taken. 448.
Remarks: headstones show burials from Camden, Rockport, Liberty, Washington, and Appleton.
No charge, town owned

QUAKER CEMETERY (WENTWORTH)

Sexton/Caretaker: **Franz Pease**
Description: East Sennebec Road, west Side, south of Gushes Corner
Condition: **very good**
Usage: not open to public
Remarks: historical: contains a Wentworth Fund area, also a Gushes obelisk with family area

PINE GROVE CEMETERY

Sexton/Caretaker: **Franz Pease**
Description: off East Sennebec Road, east side of the hill from river

Condition: **good**

Usage: 1500 lots in use with 50 to 60 lots planned for 8 spaces each.

Capacity: about (DAR) 946 + 200 more = 1146 plus 400 new at Ames addition.

Remarks: Pine Grove has several parts, the old and new area, referred to as the Ames addition

SPRAGUE CEMETERY

Sexton/Caretaker: **Clifton Fuller**

Description: Appleton Ridge Road, west side south of Pitman Corner

Condition: **good**

Usage: closed

Capacity: medium to small

WEYMOUTH CEMETERY

Description: West Appleton Road

Condition: **fair**

Usage: closed

Remarks: house built on land in back

The Appleton Memorial Association has expressed a wish that service for these private and historical cemeteries be continued by local service groups: i.e., 4-H, schools, Scouts, etc.

Note: There is town-owned property in West Appleton that might be used as a new cemetery site.

Potential Future Capital Projects

[See the Capital Improvement Plan Chapter for a list of Capital Projects the town may undertake in the next ten years.](#)

Issues of Concern

1. Fluctuating class sizes make it difficult to plan for hiring teachers and assuring an adequate number of classrooms.
2. Bookkeeping facilities for the school system are not located in town. This not only costs the town money, but also makes it difficult to access records when necessary.
3. A need for additional cemetery space.

Summary

[Through proper maintenance and investment, Appleton's public facilities and services have remained in good shape overall. As the population increases, the demands for existing services](#)

and for new services will increase as well. Townspeople will decide how much they can afford and are willing to pay for those services over which the town has control. The town has provided reserve accounts for many necessary items. Prudent management decisions at the local level have prevented the town from being forced to make large capital investments within one tax year. However, there are issues that do need to be addressed to eliminate possible future repercussions. These issues include _____.

Goal

1. To maintain Appleton's existing public facilities and services while minimizing the fiscal and environmental impact of any future new or improved public facilities or services.

Policies

1. To expand and improve Appleton's existing recycling program and to explore the applicability of additional solid waste disposal methods (i.e. composting, source reduction of waste materials, etc.)
2. To answer questions regarding the long term environmental effects of the landfill.
3. To consider all the alternatives when purchasing new fire equipment.
4. To encourage greater participation of Appleton residents in the fire department.
5. To work closely with adjoining towns in Mutual Aid Response and purchases.
6. To increase contributions to a capital reserve fund, whose monies would be used to purchase fire equipment.
7. To educate the public regarding financial assistance programs available to upgrade septic systems.
8. To develop additional cemetery space in Appleton.
9. To develop a Capital Improvement Plan.
10. To ensure the town's compliance with the State law regarding septage disposal.

Recommendations/Implementation Strategies

Note: Recommendations, also known as Implementation Strategies, proposed in this Comprehensive Plan are assigned a responsible party and a timeframe in which to be addressed. *Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long Term* is assigned for strategies to be address within ten years.

1. The fire department should establish a committee within its organization to prepare and present to the residents at future annual town meetings programs addressing methods to: (a) acquire new equipment as required, (b) increase participation and (c) increase cooperation with adjoining town fire departments (Fire Department Committee) Ongoing.
2. The Memorial Association should look into the possibility of using existing town-owned property to increase available cemetery space in Appleton (Memorial Association) Long term.
3. The selectmen and budget committee should develop a Capital Improvement Plan within one year of the adoption of the Plan (Selectmen, Budget Committee) Immediate and Ongoing.
4. The town will continue to educate its citizen on the importance of recycling, using fliers, informational meetings and school programs. Literature on the town's recycling program will be made readily available to residents at the town office (Selectmen) Ongoing.
5. The town should consider adopting an ordinance concerning the use of pumper trucks to draw water from lakes and ponds in Appleton for use within and outside the town for landscaping, gardening, and recreational water use, exempting fire safety or drinking water needs within town (Ordinance Committee, Selectmen, Town Meeting) Immediate.

Note: Please see the Capital Improvement Plan Chapter, for the specific improvements recommended for the town to undertake during the next ten-year planning period.

CAPITAL IMPROVEMENT PLAN

Introduction

This comprehensive plan recognizes planned growth and a diverse mix of land uses within the town as an important aspect of fiscal planning. The purpose of a capital improvement plan (CIP) is to establish a framework for financing needed capital improvements. A CIP guides budgeting and expenditures of tax revenues and identifies needs for which alternative sources of funding such as loans, grants or gifts will be sought.

Capital Improvements Defined

Capital improvements are investments in the repair, renewal, replacement or purchase of capital items. Capital improvements differ from operating expenses or consumables. The expense of consumables is ordinarily budgeted as operations. Capital improvements generally have the following characteristics: they are relatively expensive (usually having an acquisition cost of \$5,000 or more); they usually do not recur annually; they last a long time (often having a useful life of three or more years); and they result in fixed assets. Capital items can include equipment and machinery, buildings, real property, utilities and long-term contracts and are funded through the establishment of financial reserves.

Capital improvements are prioritized each year in the budget process based on the availability of funds and the political will of the community. A complete CIP describes expected yearly investment and allows for both changes in priorities and reduction of available funds. The CIP is intended to prevent an unavoidable capital improvement from occurring in a single fiscal year. The unexpected purchase of a sizeable improvement can overburden the tax rate and cause large fluctuations in tax bills from year to year. The annual provision for eventual replacement of capital improvements depends on the useful life of the capital improvements. It is important that capital improvements be financially accounted for each fiscal year, minimizing later expenses.

For the purpose of this plan, the total costs have been recognized with an indication of the expected period for each item that is desired based on priority ratings. The town is currently in the process of developing a complete capital improvement plan that will provide for a yearly allocation of available and applicable funds. Each year any necessary changes will be made to the CIP and it will be included in the annual budget. Each year the Budget Committee will review the funding requests and make a recommendation for town meeting review.

Priority Rankings Used

The capital improvements identified below were assigned a priority based on the listed rating system. Logically, "A" improvements would be implemented prior to "B" and so on. A lower priority item may be funded ahead of schedule if higher priority items have already been funded or are prohibitively expensive, or if other sources of revenue (such as donated funds) become available. In order to fund some capital improvements projects, it may be necessary to begin to identify funding sources and set aside funds in advance of the projected time of funding.

Bonding: Borrowing against future taxes (general obligation bonds) or future fees (revenue bonds) is widely practiced for public improvements that have a long life. This is also known as pay-as-you-use. Bonding evens out the tax burden as opposed to using current revenues. The term of bonds issued by a municipality for a public improvement should not exceed the useful life of the equipment or facility.

Reserve Fund: Reserve funds are often established by communities to purchase equipment, build facilities or make repairs, etc. This method works well when a town knows several years in advance that an expenditure will be needed, as well as the approximate value of the expenditure. Reserve funds earn interest in the intervening years and, like bonding, they even out the flow of revenue needed for a project. The town currently has several reserve funds in place.

Impact Fees: Impact fees are charged to new development for its proportional share of the cost of a specific capital improvement made necessary because of the development. These fees are deposited into a fund to be used for construction of the project for which they were collected. Examples include new classrooms required due to development of a large subdivision, or a new water supply capacity. One disadvantage of impact fees is the complexity of managing the funds.

Time-phased Projects: Large projects or those with individual elements can sometimes be broken down into several smaller projects. It may then be feasible to accomplish the smaller projects through current revenues or smaller bonding efforts.

Summary

The capital improvement plan (CIP) guides budgeting and expenditures of tax revenues and identifies needs for which alternative sources of funding such as loans, grants or gifts will be sought. By planning ahead, capital improvements can be funded through savings, borrowing or grants without incurring burdensome expenses in any one year that would tend to significantly increase property taxes. The recommended improvements for the next ten years are shown in the CIP table of this chapter and are based on the inventory, analysis, projected need, state and federal mandates, and on the recommendations of the town and townspeople.

NATURAL RESOURCES

Introduction

Appleton's richness is its natural resources. The town is especially fortunate to have a number of large, yet relatively undisturbed natural areas that not only define the character of the town and afford a special quality of life, but also perform significant resource protection and production functions. Appleton's considerable wetlands offer the region some of the most scenic and biologically important resources. Large undisturbed areas provide essential habitat for deer, moose, waterfowl and numerous non-game species while also protecting the watersheds and maintaining the purity of both surface and ground waters. Large tracts of forestland contribute to the area's timber production. Many of the areas are also valued for recreational purposes. Appleton is fortunate to **have** one of the two remaining significant stands of Atlantic White Cedar in Maine. The Cedar Swamp has been designated a National Natural Landmark by the USDI National Park Service, and other areas, including the Cedar Swamp, have been registered as Critical Natural Areas by the state. Refer to Maps in the Appendix for further detail on the Natural Resources Inventory.

I. Land Cover

The Land Cover Map of Appleton uses satellite imagery with a spatial resolution of 30 square meters. The smallest features that can accurately be mapped are one acre in size. This means the features are generalized so that only the dominant land cover is mapped. Only visible features of the earth's surface are mapped. Land cover features include vegetation, soils, rocks, water, and constructed materials covering the land surface. Land use pertains to economic and cultural activities permitted and/or practiced at a place that may or may not be manifested as visible land cover features. Land cover categories include:

- **Bare Land:** Includes areas composed of bare soil, rock, sand, silt, gravel, or other earthen material with little or no vegetation.
- **Cultivated and Grassland:** Includes herbaceous (cropland), woody (e.g., orchards, nurseries, vineyards) and areas dominated by naturally occurring grasses and non-grasses (forbs) that are not fertilized, cut, tilled, or planted regularly.
- **Developed:** Includes built-up centers, large, constructed surfaces in suburban and rural areas, and large buildings (such as multiple-family housing, hangars, and large barns), highways, and runways. Contains substantial amounts of constructed surface mixed with substantial amounts of vegetated surface. Collections of small to medium sized buildings on small lots close together (such as single-family housing), streets, and roads typically fall into this class.
- **Forest:** Includes areas of single-stemmed, deciduous woody vegetation unbranched 0.6 to 1 meter (2 to 3 feet) above the ground and having a height greater than 6 meters (20 feet), as well as areas coniferous and broad-leaf evergreens.

- Wetlands/Open Water: Includes all non-tidal wetlands and surface waters

Town of Appleton Land Cover

Land Cover	Acreage	Square Miles	%
Forest	14,267.7	22.3	66.8
Grassland/Cultivated	2,957.4	4.6	13.9
Wetlands/Open Water	3,853.0	6.0	18.0
Developed	244.2	0.4	1.1
Bare Ground	31.4	0.0	0.1
Total (Rounded)	21,353.6	33.4	100.0

Source: NOAA: Landsat Thematic Mapper

Notes: Totals affected by rounding

II. Topography

Appleton's topography can best be described by the word "rugged". With two major river systems and several steep-sided ridges cutting from southwest to northeast and several swamps covering much of the flat ground, there is very little easy ground in town. It will be evident from the slopes and shoreland zoning maps and the following discussion that such rough topography poses severe constraints to large-scale housing developments. See the [Topography Map for contour elevations and steep slopes \(25% and greater\) in Appleton.](#)

A series of ridges divide Appleton. Its low point, 88 feet mean sea level (msl) is located at the inlet of Sennebec Pond, and its high point is located northwest of Sprague Cemetery on Appleton Ridge at 652 feet msl. The Medomak River exits the town at approximately 200 feet msl. Between the high point and these two low points, there are many ups and downs.

Appleton Ridge dominates the town's landscape. It is visible from most points in town. "The Ridge", as it is known, in conjunction with Guinea Ridge divide the St. George and Medomak River watersheds. It affords excellent views in all directions due to its bald nature.

The free-flowing river channels and ridge tops composed the primary traditional travel corridors. Numerous swamps constituted the principal barriers to travel, and most traditional ways avoided these where possible. Routes connecting ridge top and river generally plunged directly from one to the other along subsidiary ridges. While the river is no longer used for transportation purposes, Appleton's road network does not differ much from the old days.

Until recent years housing also followed traditional patterns (see the Land Use [Chapter](#) for a more detailed discussion), that is, people built primarily in areas with an existing community (e.g. Appleton Village) or along principal thoroughfares. Lately this pattern has changed somewhat, with new homes often appearing on less suitable sites (e.g. abutting swamps and steep slopes).

Issues of concern for Topography

1. There is a lack of attention to existing topographical constraints during road, driveway and home siting that increases environmental damage and safety hazards.
2. Planners must consider the need to preserve flatter lands for agricultural use, while also ensuring adequate protection for areas with steep slopes.

III. Water Resources

Wetlands

When addressing water quality it is crucial to identify and consider watersheds. A watershed is the land area in which runoff from precipitation drains into a body of water, and is defined by topography. See the Water Resources Map for the locations of watersheds in Appleton. The portion of the watershed that has the greatest potential to affect a body of water is its direct watershed, or that part which does not first drain through upstream areas.

Water Bodies

Appleton has ponds and free flowing streams of good water quality. However, these resources are sensitive to even small increases in phosphorus, described below, and other pollutants. Continuing care and protection is needed if good water quality is to be maintained. See the Water Resources Map for the location of water bodies in Appleton.

Pesticides, sewage, refuse, and chemical wastes of industry threaten the quality of our ground and surface waters. It is less well known that phosphorus is also a significant threat because of its natural abundance and potential to contaminate.

Phosphorous is found in soil and is held in place by vegetation. When vegetation is removed for house or road construction, timber harvesting, agricultural activities and other changes made to the land, surface runoff increases, which transports phosphorus along with eroded soils into water bodies. If that amount of phosphorus becomes too great, it will act as a fertilizer and cause algae to thrive. With increased levels of algae, the oxygen in a water body, especially in the bottom waters of lakes and ponds, is exhausted by bacterial decomposition. Trout and salmon along with other animal life, which live in the colder bottom waters of many lakes, suffocate as oxygen becomes depleted. The decay of algae also generates obnoxious odor and taste. Most fish, plants and wildlife of lake and pond ecosystems are endangered in this process.

A water body with high concentrations of dissolved nutrients such as phosphorus and often deficient in oxygen is termed eutrophic and is extremely slow to recover, requiring intensive action to immobilize phosphorus in the sediments. Thus it is well advised to plan for and manage the amount and sources of phosphorus in order to prevent eutrophication.

The State has determined the phosphorous concentrations in Appleton's water bodies. The table below shows the acceptable increase in phosphorous concentrations that may result from

development. This information is useful for determining the adequacy of shoreland zoning buffering provisions to protect the health of water bodies while allowing for a reasonable level of development near and in the shoreland.

Per-Acre Phosphorus Allocations for Selected Water Bodies in Appleton

Water Body	DDA	ANAD	AAD	GF	D	F	WQC	LOP	C	P
Johnson Pond	69	5	64	0.25	16	0.74	All are mod-sensitive	m	1.00	0.046
Medomak Pond	8122	1000	7122	0.2	1424	54.79		m	1.00	0.038
Newbert Pond	333	75	258	0.2	52	3.17		m	1.00	0.61
Sennebec Pond	11336	1500	9836	0.25	2459	101.3		h	0.75	0.031
Sherman's Mill Pond	884	100	784	0.2	157	5.71		m	1.00	0.036
DDA	Direct land drainage area in Town in acres									
ANAD	Area not available for development in acres									
AAD	Area available for development in acres (DDA – ANAD)									
GF	Growth Factor									
D	Area likely to be developed in acres (GF x AAD)									
F	lbs. Phosphorus allocated to towns share of watershed per ppb in lake									
WQC	Water quality category									
LOP	Level of Protection (h=high(coldwater fishery);m=medium)									
C	Acceptable increase in lake's phosphorus concentration in ppb									
P	lbs. Per acre phosphorus allocation (FC/D)									

Source: Maine Department of Conservation

See the Water Resources Map for the locations of the following water bodies in Appleton.

Sennebec Pond: Located in the southwestern part of the town, Sennebec Pond lies in a glacial depression and is fed by the St. George River, Allen Brook and several small streams. The town line between Appleton and Union roughly bisects the pond, with Appleton having approximately 250 acres of surface area. The shoreline is quite heavily developed with year-round dwellings and summer camps. Appleton residents have no public access to the pond. A large private campground operates on the western shore, and the lake is popular among fishermen and boaters.

Sherman NM Pond: This is a man-made pond of approximately 36 acres formed by the damming of Allen Brook at what was formerly Sherman's Mill. There are two year-round residences on the pond, but no other cottages or camps.

Newbert Pond: Located inside the Cedar Swamp in the northern part of town, Newbert Pond drains into the Dead River. The pond is shallow and grassy and covers approximately 20 acres.

Johnson Pond: This is a natural spring-fed pond of about seven acres located near the crest of Appleton Ridge. The west end is a marsh, and the eastern end empties down the north side of Appleton Ridge into Pettengill Stream near Proctor's Corner.

Pieri Pond: A privately owned, man-made pond of about 10 acres located on the crest of Appleton Ridge near the Village, Pieri Pond is spring fed and empties on the south side of the Ridge into the St. George River.

Pettengill Stream Pond: This pond was formed by the damming of Pettengill Stream near Proctor's Corner at what was formerly known as Cutler's Mill. Originally a very large lake, it is now reduced in size to about 10 acres of open water, the remainder being a large wetland. The pond and neighboring wetlands support a large migrant population of waterfowl, as well as deer, beaver, and other wildlife.

Rivers and Streams

St. George River: Originating in Liberty, the St. George River flows through Montville and Searsmont, to Appleton on the south side of Appleton Ridge, into Sennebec Pond, then through Union and Warren, where it enters tidewater. It was formerly dammed at North Appleton (Smith's Mill), and Appleton Village (McLain's Mill). At one time in the mid-1800's a canal paralleled stretches of the river from Warren to Searsmont. The river supports a healthy sport fishery and its valley is a haven for birds and animals. The river from Searsmont to Appleton Village is a popular canoeing route. For all of these features, the Maine Rivers Study rated the St. George as class AA - outstanding statewide significance.

Pettengill Stream: This stream originates near the Appleton-Searsmont line in the northeast portion of Appleton. It was formerly dammed near Proctor's Comer, forming a large lake. The dam is partially washed out, leaving a small area of open water and a large wetland of approximately 750 acres. The stream empties into the Medomak River in Union. There are three large beaver dams between Pettengill Stream Pond and the West Appleton Road.

Medomak River: Originating in Liberty, the river is still a small stream in the two-mile section of it that flows through the extreme western corner of Appleton. It is rated class **B** and recognized to be of regional significance for its ecological and anadromous fishery value.

Dead River: This quiet stream in West Appleton originates in Newbert Pond and the Cedar Swamp and flows north into the St. George River in Searsmont.

Allen Brook: The headwaters of this small stream lie in Hope and the northeast section of Appleton. The brook was dammed many years ago to form the MR Pond. It empties into the northeast part of Sennebec Pond.

Miller Stream: An important upper tributary of the Medomak River, this small stream originates in a pond near the southwest corner of the Cedar Swamp. It flows west through some wetlands on the west side of the Collinstown Road, then turns south to join the Medomak River just southwest of the Appleton-Washington town line.

Wetlands

Wetlands play a number of important roles including water quality buffering, water discharge and recharge, shoreline stabilization, nutrient and sediment retention, flood flow alteration and control, habitat for a wide variety of plant and animal species, and recreational opportunities.

See the Water Resources Map for the locations of wetlands in Appleton. The town's principal wetlands are described below.

Cedar Swamp (Appleton Bog): This is an area nearly three miles long and averaging nearly a half mile in width, located in the northern quadrant of Appleton. It contains the northernmost stand of Atlantic White Cedar (*Chamaecyparis thyoides*) in the country. The Nature Conservancy owns a small portion of the swamp. Newbert Pond is located near the middle of the swamp, where the Dead River begins. A small open area known as "The Pool", located on the southern edge of the swamp, harbors many unusual and interesting plant species that are found only in northern bogs.

Pettengill Stream and Pond Complex: The second largest wetland in Appleton abuts the Pettengill Stream. It covers an area of about 750 acres on the western side of Appleton Ridge, running from the Searsmont line to the old dam southeast of Proctor's Comer. This huge marsh is a haven for waterfowl, beaver, deer, and other wildlife. The area follows the stream for a distance of four miles with an average width of 1500 feet. This wetland is still an almost untouched wilderness, and every effort should be made to preserve and protect it from future development and encroachment. The Pettengill broadens into a second, smaller wetland about three quarters of a mile downstream from the dam, and this marsh extends nearly to the Union line.

St. George River between Appleton Village and Sennebec Pond: This wetland covers about 140 acres. It is more heavily populated and is less remote than others mentioned in this section. Nonetheless, this wetland is extremely important for migratory waterfowl, particularly in the spring. It is a beautiful section of river and merits serious protection from encroachment, especially from the direction of Sennebec Pond.

St. George River from North Appleton to Appleton Village: The third largest wetland in Appleton lies along the middle third of the St. George River and covers approximately 400 acres. The river winds in a serpentine fashion through this wetland and what appears to be an untouched part of pristine Maine. The area supports many species of migratory waterfowl and other birds, as well as deer and other wildlife.

St. George River between Searsmont and North Appleton: This is a small wetland of approximately 40 acres. It supports a fairly large beaver population along several small feeder streams and is a haven for deer and other wildlife. The beaver receive heavy trapping pressure.

Upper Mill Pond: Two beaver dams form a wetland of about 50 acres at the upper end of Mill Pond. This wetland is relatively inaccessible, even by canoe, and supports a variety of wildlife.

Allen Brook upstream from Sennebec Pond: This small wetland is close to many camps and dwellings. It may be difficult to protect because of this proximity.

Harriet Brook upstream from Collinstown Road: This wetland, of unknown acreage, contains important wildlife habitat, and helps to buffer part of the Cedar Swamp.

Surface Water Protection

Appleton's surface water is protected through local regulations including shoreland zoning, subdivision ordinance, site plan, plumbing code, floodplain management ordinance and the mining ordinance. Surface water protection at the State level encompasses the Site Location Law, Public Water Supply Regulation, the Natural Resource Protection Act, Hazardous Law, and Underground Storage Tank Regulation. Protection at the federal level consists of Wetlands Protection, the Clean Water Act, the Resources Conservation and Recovery Act, the Safe Drinking Water Act, and the Superfund Amendments and Reauthorization Act.

Floodplains

Floodplains are areas adjacent to a river, stream, lake, or pond, which can reasonably be expected to be covered at some time by floodwater. The primary function of floodplains is their ability to accommodate large volumes of water from nearby overflowing channels and dissipate the force of flow by reducing the rate of flow through a widening of the channel. A floodplain may also absorb and store a large amount of water, later becoming a source of aquifer recharge. Floodplains serve as wildlife habitats, open space and outdoor recreation, and agriculture without interfering with their emergency overflow capacity.

Intensive development on floodplains and flood prone areas can increase the severity of floods and cause flooding of previously unaffected areas, and so should be avoided. The major consequence of intensive development in floodplains and flood prone areas is widespread property damage and loss of life that results from severe flooding. Other significant consequences include the public costs associated with cleanup and rebuilding, increased insurance costs, and water contamination from toxic and hazardous materials.

Appleton participates in the Flood Insurance Program, and its flood protection consists of a Floodplain Management Ordinance. See the FIRM (Floodplain Insurance Rate Map) available at the Town Office for the location of floodplains. Special flood hazard areas are inundated by 100-year floods (less than a one percent chance of being equaled or exceeded in a given year) include most shoreland and wetland areas.

Appleton has adopted shoreland standards, as required by the State Mandatory Shoreland Zoning Act. This ordinance serves to protect lakeshores by restricting building to reduce flood damage.

Ground Water Resources

Three sand and gravel aquifers lie in part or in whole within the town's boundaries. See the map titled [Water Resources](#) for the locations of the two significant aquifers, which yield 10-50 gallons per minute. A minor aquifer is located just south of the town center and directly under the former town dump. The edges of two major aquifers cross over the town boundaries from Washington and Liberty (see [the Water Resources Map](#)). Other aquifers probably exist but they have not been located. All household water is obtained from drilled and dug wells or springs. Appleton has no municipal water supply.

As with most municipalities, Appleton's water resources are under increasing threat from contamination. There are no known point sources (direct discharge) of contamination, but several non-point sources exist. For example, there are three underground petroleum storage tanks in town. One tank has leaked in the past, contaminating a residential drinking water supply. Another tank was the basis for a lawsuit over alleged leakage. **The salt and sand pile located on the banks of the St. George River poses a threat to aquatic life in the river and will continue to do so until the new salt and sand storage shed is built. The old town dump may contain hazardous materials that could eventually find their way into ground water unless contained.**

Residential discharges constitute a significant threat to Appleton's water resources, with malfunctioning septic systems the major problem area. The failure of some residents to properly dispose of hazardous and toxic materials (e.g. used motor oil and anti-freeze) may threaten local ground and surface waters.

Logging operations have a more visible impact. Heavy equipment operations in wet areas have compacted soils. Increased siltation of surface waters occurs when heavy equipment destroys gravel road culverts or transports logs across streambeds.

Car repair garages generate toxic and hazardous wastes, particularly fluids. The Department of Environmental Protection generally does not regulate small garages, as the amount of waste they generate is small.

Agricultural chemicals used for crop production and forest management can pollute ground water supplies even when properly applied. While many chemicals break down quickly in sunlight or in the upper levels of the soil, others break down very slowly and may leach into groundwater. Misuse of such chemicals by homeowners has become more of a concern in recent times. While farmers and foresters generally receive training in chemical application safety, some homeowners may not read the cautionary label on the chemical container.

Analysis of Water Resources

Current water supply and, to a lesser extent, sewage disposal systems seem adequate for the **ten year planning period**. However, concentration of development in certain areas, or the location of high-density housing (e.g. mobile home parks) could necessitate the installation of a water and **community wastewater or** sewer infrastructure. The Planning Board prior to approval of a development should carefully consider the costs of installing and maintaining such systems and the issue of who will pay for them.

The various wetlands found in Appleton merit increased protection, in particular the Cedar Swamp, the Pettengill Stream and Mill Pond. Right now, they enjoy little protection from abuse or development in spite of the numerous benefits the town derives from them (hunting, fishing, tourism, water storage [flood mitigation], etc.). The presence of rare species of plant and aquatic life within the town's wetlands (see **Critical Habitats** section) also justifies increased protection.

Appleton's large surface waters already suffer from some pollution. Upstream controls require a cooperative effort with the towns of Liberty, Montville and Searsmont. Three water bodies: the

St. George River, Sennebec Pond and the Medomak River, require protection through inter-municipal agreements. Should this not be feasible, the town could act through the St. George River Land Trust and the Medomak Valley Land Trust to protect its interests.

The protection of the Pettengill Stream is the responsibility of the town and its inhabitants. While currently in a relatively pristine state for most of its length, the stream and its large associated wetlands are highly vulnerable to disturbance. Even limited development could have a [negative](#) impact on the entire area.

Issues of Concern for Water Resources

1. Surface water is subject to pollution, much of which is unintentional, from homes, farms, fields, roads, mills, and other sources. The critical importance of individual action to eliminate or alleviate this casual pollution should be stressed at every opportunity.
2. The health of our most important waterway, the St. George River, depends as much on our neighbors upstream as it does on the people of Appleton; and for the same reason, we have an obligation to our downstream neighbors. Regional cooperation with regard to the river is essential.
3. Recent growth trends demonstrate Appleton's attraction as a nice place to live. Unrestricted development, especially along our beautiful ponds and streams, should be discouraged.
4. Since protection of water resources is a long-term effort, their protection, maintenance and restoration should be a part of every child's education, and should be incorporated into the school curriculum.
5. [Development and other activities](#) (i.e. subdivisions, logging, and sewage disposal) may have adverse effects on water quality, wetlands viability, municipal water infrastructure, and wildlife habitat. Every effort should be made to protect vulnerable resources and otherwise educate townspeople about stewardship of our water resources.

Water Resources Summary

Ample rainfall and hilly topography with considerable forest cover provide Appleton with plenty of clean, free flowing brooks and streams. In addition, the lowlands along nearly all of the major waterways frequently broaden into wetlands whose alders, swamp maples and marshes abound with wild birds and give cover for many species of animals. These wetlands are also natural sponges for floodwaters and help assure year-round flows in our streams while helping to charge the underground sources of so much of our drinking water. In short, Appleton's water is its greatest resource and thus warrants the protection such treasure deserves.

IV. Forest Resources

Prior to [colonial](#) settlement, Appleton lands were covered by forests and forested wetlands. Many "King's Arrow" pines were cut from the area in colonial times. During its logging heyday

the town supported at least eight sawmills and stave mills. As the population grew the forest disappeared, and by the late 1800s Appleton's land had been largely converted to pasture and orchards.

Nature is resilient. As people moved away, trees reforested the area, and much of Appleton is again forested with a variety of hardwood and coniferous species, including Eastern White Pine (*Pinus strobus*), Red Maple (*Acer rubrum*) and Red Oak (*Quercus rubra*).

See the Land Cover Map for the areas and amounts of forested land. Based on 1995 satellite imagery, almost 67% of Appleton is forested. This equals approximately 14,267.7 acres. The following table shows the types of forested land in Appleton.

Forested Land in Appleton

Forest Categories	Acres	Square Miles	%
Upland Deciduous	3,977.3	6.2	27.9
Upland Scrub/Shrub	2,111.8	3.3	14.8
Upland Mixed	6,327.8	9.9	44.3
Upland Coniferous	1,850.8	2.9	13.0
Total Forested (Rounded)	14,267.7	22.3	100.0

Source: NOAA: Landsat Thematic Mapper

Note: Totals and percentages affected by rounding

The town owns 162 acres of forestland in five separate parcels, three of which are located in the relatively undisturbed Pettengill Stream/Guinea Ridge/Cedar Swamp ecosystem complex.

At least three rare and threatened plant species find refuge in Appleton's woodlands (for details, see [the Critical Habitats section of this chapter](#)). The best-known is Atlantic White Cedar, found in the Cedar Swamp. This is the northernmost population of the species in its native habitat. Not surprisingly, the other two species are also found in wetland habitats. Their continued existence depends on a strong commitment of stewardship on the part of Appleton's landowners.

Many woodlot owners harvest their mature trees on a regular basis for extra income, supplying several local mills with raw materials and providing local loggers with regular employment. Appleton's forests provide raw material for over twenty sawmills in Knox and Waldo Counties, as well as for pulp and specialty mills further a field. Several persons directly employed in the forest products industry live in town. They and their families depend to some extent on the continuing viability of Appleton's forests for their livelihood.

The forestland of Appleton provides much more than economic value. Many residents and tourists derive satisfaction simply from seeing forests from the many viewpoints in town as well as from observing the various forms of life within them. Without forests to provide cover for wildlife, there would be no hunting, an activity that provides sustenance to many residents as well as attracting many hunters from away (who contribute significantly to the local economy). While providing some forage for certain wildlife species, large clear-cuts have a tendency to fragment populations of plants and animals dependent on forested habitats, thereby reducing reproductive opportunities (hence genetic diversity). Many species of plants and animals also

require mature forests to complete at least part of their life cycles. Most importantly, the forest serves as a vast buffer system, absorbing rain and snow, filtering it, and releasing it in controlled quantities. Without its forests, Appleton would be a very unattractive place to live.

Much of Appleton's soils are classified as moderately to highly productive in terms of wood production (e.g. Tunbridge, Lyman, Peru, Marlow, and Boothbay series) and could yield significant outputs of wood on a sustainable basis if managed properly. However, some soils cannot support commercial forestry operations or timber should only be harvested during certain times of the year. While the Maine Forest Practices Act addresses very large clear-cut, it does not address to any extent issues of logging on steep slopes, fragile soils, and in wetlands, nor does it address the question of maintaining biological diversity. Certain areas, such as the Cedar Swamp, have other values (e.g. scientific, recreational, etc.) or legal restrictions that would preclude their use as commercial forest.

Many loggers like to use the term "selective cutting" to describe their approach to logging. This often confuses landowners, who think this practice will improve the quality of their woodlot while simultaneously providing quick income from the sale of their timber. Nothing could be further from the truth. Selective cutting is a euphemism for high-grading, an operation in which the best trees are cut and the worst left behind, leaving a stand that is unproductive and of little value. The term has no basis in sound silviculture.

What landowners probably have in mind is the "selection method", a silvicultural system in which individual trees or small groups of trees are harvested with minimal damage to the residual forest. Trees with poor form or those that are likely to die before the next harvest are cut, while the most valuable and vigorous trees are left to develop. The selection method, when properly practiced, can yield regular income from a woodlot, while perpetuating forest cover and providing a healthy forest for one's heirs.

Fifty-one parcels totaling 1,663.3 acres in Appleton were classified under the State Tree Growth Program in 2003. The Maine Forest Service surveys and regulates timber-harvesting activities. The next table shows such activities in Appleton for 12 years.

Summary of Timber Harvesting in Appleton

Year	Selection Method (acres)	Shelterwood (acres)	Clearcut (acres)	Total (acres)	Change of land use (acres)	Number of harvests
1991	165	0	2	167	0	5
1992	239	0	18	257	0	10
1993	399	0	436	835	20	13
1994	328	0	57	385	0	9
1995	484	20	42	546	12	12
1996	429	126	46	601	1	15
1997	459	0	0	459	0	14
1998	477	0	0	477	0	16
1999	181	65	0	246	2	16
2000	394	0	0	394	0	16
2001	452	70	0	522	4	13
2002	175	74	6	255	0	8
Totals	4,182	355	607	5,144	39	147

Source: Maine Department of Conservation, Maine Forest Service, 2003

Issues of concern for Forest Resources

The forest resources of Appleton have come under increasing threat in the past decade. Not all forest landowners have a sense of stewardship for their land and clear-cut large tracts with little regard for regeneration or soil protection. A recent phenomenon involves clear cutting large woodland parcels followed by subdivision into residential lots. Such practices constitute the greatest threat to the viability of Appleton's forests as biological reservoirs and as a sustainable economic resource.

Appleton's forests are a microcosm of what is happening in the State. While some woodland owners manage their properties very well, others, through lack of either information or design, have mismanaged their land. Some woodland owners do not manage their land at all, preferring to let Nature take her course. Some forests are highly productive, and will continue to be so if properly managed. Other woodlands, particularly those classified as forested wetlands, serve important ecosystem protection roles that exceed their value as resource production areas. Appleton also has an important responsibility in the protection of at least three rare plant species that occur in its forestlands.

Forest management is a long-term responsibility. Our acts today will bear heavily on the kind of land our descendants will inherit from us. It may well be that our collective responsibility to future generations transcends certain issues of current individual rights. In formulating its forest policy, Appleton's residents must ask themselves certain questions, and they must think carefully of the consequences of their decisions. Some of the questions are as follows:

1. Does the town value its forests? If so, for what values (recreation, timber, wildlife, etc.), and in what mix?

2. What can the town do to encourage better management of its forests so as to maintain or improve the forest products sector's share of Appleton's economy?
3. Should soils rated highly-productive for timber production be protected from non-forestry related development? What measures other than Tree Growth classification would protect these forests? Will Tree Growth classification alone suffice to protect the forests?
4. What measures should the town take to ensure the protection of forested wetlands, particularly those with significant value as wildlife and/or rare species habitat?
5. If the town permits unregulated development of its forestlands, are residents prepared to pay the costs of rural fire protection, including improved roads and permanent water supplies? Are they willing to bear the loss of economic and other benefits of productive forests as previously discussed?

V. Soil Resources

Soils define in large measure an area's biological and agricultural productivity and potential as well as its development potential. Soil is not a renewable resource. Therefore, its management and protection merit serious consideration by its current users. Soil types in Appleton are shown on the following:

1. Hydric Soils Map (soils that are wet long enough to periodically produce anaerobic conditions, thereby influencing the growth of plants)
2. Prime Farmland Soils Map (as defined by the USDA and State)
3. Soils Suitable for Low Density Development Map (i.e., dependent on septic systems).

The U.S. Department of Agriculture defines prime farmland as the land that is best suited to producing food, feed, forage, fiber, and oilseed crops. It has the soil quality, growing season, and moisture supply needed to produce a sustained high yield of crops while using acceptable farming methods. Prime farmland produces the highest yields and requires minimal amounts of energy and economic resources, and farming it results in the least damage to the environment. Prime farmland is a limited strategic resource. No more of it is being created.

For a complete description of these and other soils found in Appleton, refer to the "Soil Survey of Knox and Lincoln Counties Maine", a USDA Soil Conservation Service (SCS) publication available at the SCS/ASCS office in Warren free or at the Appleton Town Office.

Soil Rating for Development

The SCS has also developed a rating system that ranks different soil types according to their potential for development. According to this ranking system, more than 35% of Appleton's soils have "medium" development potential. Soils ranked "low to very low" occupy just over 46% of

the area; and one soil types ranked "high" and "very high" (including Tunbridge-Lyman Fine Sandy Loam) covers more than 15% of the town.

**Appleton Soil Suitability for Low Density Development
(Dependent on septic systems*)**

Soil Ratings	Acres	Square Miles	%
High to Very High Potential	3330.99	5.20	15.60%
Medium Potential	7539.53	11.78	35.31%
Low to Very Low Potential	9873.96	15.43	46.25%
Not rated	606.71	0.95	2.84%
Total	21351.19	33.36	100.00%

Source: USDA-NRCS

Note: *Septic systems are defined as subsurface wastewater disposal systems with the capacity of processing 270 gallons per day of effluent.

Some explanation regarding the ranking system is in order. First, it must be emphasized that most of the soils found in Appleton present some sort of constraint to development, and that the ratings serve only as a guide. Second, the soil ratings should not be considered apart from other factors, such as slope, wetland classification, shoreland zoning, and so on. Third, knowledge of a particular soil's rating does not do away with the need for individual site analyses.

Analysis of Appleton's soils presents a fundamental dilemma. The best soils for development are generally those that have high values for other uses, such as agriculture and forestry, or are located in areas with high values for wildlife habitat, watershed protection, and scenic views (e.g. Appleton Ridge). Location of housing developments (or incremental individual housing construction) or commercial areas would generally preclude these other uses. The town will have to decide how best to allocate such lands between these competing uses.

The lack of large areas of "highly-developable" soils dictates the need for low housing densities in Appleton. Very few areas are suitable for high-density development without the installation of central sewage disposal systems or community wastewater systems, described in the Housing Chapter.

It is worth reiterating that soil characteristics alone are not sufficient for evaluating a given site's suitability for development. All other factors: slope, proximity and character of water resources, wetlands and wildlife habitat, resource protection areas, scenic views and so on, must be considered when identifying residential and commercial development areas in the town.

Issues of Concern for Soil Resources

1. The best soils for agriculture and forestry are also the most "highly developable" soils. Development and forestry and agriculture are highly incompatible land uses.
2. Development on unsuitable soils may cause serious erosion and/or water pollution due to inadequate septic systems.

3. High-density development may be especially unsuitable in many areas of town without the creation of expensive municipal infrastructure or other costly engineering.
4. Logging operations utilizing heavy equipment on soils subject to compaction or on wet soils will often permanently or indefinitely damage the productive capacity of these soils.

VI. Critical Habitats

See the Critical Habitat Map for the location of wildlife animal and plant habitats in Appleton. Critical habitats can be classified into one of the three categories described below.

Essential Wildlife Habitats (Yellow Lampmussel and Upland Sandpiper in Appleton) are defined as areas currently or historically providing physical or biological features essential to the conservation of an endangered or threatened species in Maine, and which may require special management considerations. Examples of areas that could qualify for designation are nest sites or important feeding areas. For some species, protection of these kinds of habitats is vital to preventing further decline or achieving recovery goals. Activities of private landowners are not affected by Essential Habitat designation, unless they require a state or municipal permit, or are funded or carried out by a state agency or municipality.

Significant Wildlife Habitats (Deer Wintering Areas and Waterfowl/Wading habits in Appleton) are defined as areas with species appearing on the official state or federal lists of endangered or threatened animal species; high and moderate value deer wintering areas and travel corridors; high and moderate value waterfowl and wading bird habitats. These include nesting and feeding areas; critical spawning and nursery areas for Atlantic salmon; shorebird nesting, feeding and staging areas and seabird nesting islands as defined by; and significant vernal pools as defined.

Focus Areas of Statewide Ecological Significance (Appleton Bog, Pettingill Swamp and Witcher Swamp in Appleton) are defined by the Maine Department of Conservation as areas with habitats worth protecting but not necessarily containing endangered species.

As noted above in the Wetlands section of this chapter, Appleton Bog, Witcher Swamp, and Pettingill Swamp are three wetlands separated by a narrow upland ridge and the St. George River. Appleton Bog flows northward into the St. George River via Harriet Brook and the Dead River. Witcher Swamp flows southward into the St. George River. Most of Pettingill Swamp appears to drain southward into the Medomak River. The proximity of the three large wetlands, and their combined habitat diversity, suggest that they may be viewed as one large conservation entity. In addition, because these wetlands function in part as headwaters of the St. George River, this area also provides flood and water quality protection for the St. George River. The plant and animal habitats of these wetlands are described below.

Appleton Bog is the northernmost occurrence of an Atlantic white cedar swamp, and it is one of the largest Atlantic white cedar swamps in the state. The site contains three pure stands of Atlantic white cedar as well as red maple swamp, un-patterned fen, and other wetland types that are part of an approximately 1,000 acre wetland complex. Newbert Pond, a 30-acre kidney-shaped pond and the location of a historic pondweed record, is embedded within the wetland

complex.

The Atlantic White Cedar, once widely distributed along the Atlantic coast from Maine to Florida, is now uncommon to rare in New England. The Cedar Swamp itself is a rare natural community and it is especially prized because it has suffered little disturbance. The presence of a rare pondweed (*Potamogeton confervoides*) that reportedly grows in Newbert Pond (within the boundaries of the Critical Area) adds to the significance of the Appleton Bog. The pondweed is found in only four other locations in the state. Its seeds provide an important food source for migratory waterfowl.

The Pettengill Swamp/Whitney Bog complex is a 1,100-acre peatland that occupies a broad valley at a watershed divide. The northern part of the complex (Whitney Bog) is adjacent to and drains into the St. George River, while the southern part (Pettengill Swamp) drains southward into the Medomak River. In aggregation, this un-patterned fen ecosystem contains multiple types: red maple woodland fen, dwarf shrub bog, tussock sedge meadow, shrub fen dominated by sweet gale and meadowsweet, and black spruce bog.

Witcher Swamp is a 900-acre wetland dominated by a forested bog that is comprised of different sub-types: northern white cedar swamp, northern white cedar fen, and black spruce bog.

Bogs serve a noteworthy ecological function, acting as a sponge to collect, absorb and purify runoff water. They are also a unique and fragile ecosystem, extremely sensitive to disturbance. Species that occur at the limits of their range, such as the Atlantic White Cedar, along with their ecosystems, have immense value as study sites and as indicators of environmental change.

The following table lists the rare species found in the Appleton Bog, Witcher Swamp, and Pettengill/Whitney Bog complex.

Rare Species/Natural Communities Summary

Common Name -<i>Scientific Name</i>	State Status	Global Rank	State Rank	Habitat Description
Natural Communities				
Forested Bog		Not ranked	S4	Witcher Swamp
Atlantic White Cedar Swamp		G3	S2	Appleton Bog
Red Maple Swamp		Not ranked	S5	Appleton Bog
Un-patterned Fen		Not ranked	S4	Appleton Bog
Un-patterned Fen		Not ranked	S4	Pettingill Stream
Rare Plants				
Michaux's blue-eyed grass - <i>Sisyrinchium mucronatum</i>	SC	G5	S2	meadows, fields, open woods
Pondweed - <i>Potamogeton confervoides</i>	SC	G3-G4	S3	ponds, shallow lakes
Rare Animals				
Upland sandpiper - <i>Bartramia longicauda</i>	T	G5	S3	open fields

Common Name - <i>Scientific Name</i>	State Status	Global Rank	State Rank	Habitat Description
Ebony bog-haunter - <i>Williamsonia fletcheri</i>	SC	G3-G4	S3?	acidic fens and wet bogs
Squawfoot - <i>Strophitis undulatus</i>	SC	G5	S?	streams and rivers

Source: Maine Department of Conservation

State Rarity Ranks	
S1	Critically imperiled in Maine because of extreme rarity (5 or fewer occurrences or very few remaining individuals or acres) or because some aspect of its biology makes it especially vulnerable to extirpation from the state.
S2	Imperiled in Maine due to rarity (6 - 20 occurrences or few remaining individuals or acres) or other factors making it vulnerable to further decline.
S3	Rare in Maine (on the order of 20-100 occurrences).
S4	Apparently, secure in Maine.
S5	Demonstrably secure in Maine.
SH	Occurred historically in Maine, and could be rediscovered; not known to have been extirpated.
SU	Possibly in peril in Maine, but status uncertain; need more information.
SX	Apparently extirpated in Maine (historically occurring species for which habitat no longer exists in Maine)

Global Rarity Ranks	
G1	Critically imperiled globally because of extreme rarity (5 or fewer occurrences or very few remaining individuals or acres) or because some aspect of its biology makes it especially vulnerable to extirpation from the State of Maine.
G2	Globally imperiled due to rarity (6 - 20 occurrences or few remaining individuals or acres) or other factors making it vulnerable to further decline.
G3	Globally rare (on the order of 20 - 100 occurrences).
G4	Apparently secure globally.
G5	Demonstrably secure globally.
<i>Note: The Nature Conservancy determines global ranks.</i>	

State Legal Status	
Note: State legal status is according to 5 M.R.S.A./13076-13079, which mandates the Department of Conservation to produce and biennially update the official list of Maine's endangered and threatened plants. The list is derived by a technical advisory committee of botanists who use data in the Natural Areas Program's database to recommend status changes to the Department of Conservation.	
E	ENDANGERED: Rare and in danger of being lost from the state in the foreseeable future; or federally listed as Endangered.
T	THREATENED: Rare and, with further decline, could become endangered; or federally listed as Endangered.
SC	SPECIAL CONCERN: Rare in Maine, based on available information, but not sufficiently rare to be considered Threatened or Endangered.
PE	POSSIBLY EXTIRPATED: Not known to currently exist in Maine; not field verified (or documented) in Maine over the past 20 years.
Federal Status	
LE	Listed as Endangered at the national level.
LT	Listed as Threatened at the national level.

While the Appleton Bog is widely recognized for its resource value and vulnerability to disturbance, a good portion of it currently enjoys no legal protection. Ownership of the area is

largely in private hands although a parcel is owned by The Nature Conservancy. [See the Public Facilities Map for the location of this conservation area.](#)

Appleton is also the home of a rare freshwater mussel, the swollen wedge mussel (*Alasmidonta varicosa*), found in the St. George River near North Appleton and identified by Maine's Natural Heritage Program. Freshwater mussels serve an important role in aquatic systems and are an indicator of overall water quality. The St. George River is also noted for its ample supply of freshwater fish such as large and small mouth bass, brown trout, brook trout and pickerel. As such it is rated as a high value river for fisheries and attests to its current good water quality. Pollution and watershed disturbances that cause siltation are the major threats to freshwater fauna and protection efforts must therefore extend beyond the towns boundaries.

Maine's Department of Inland Fisheries and Wildlife (DIFW) has also mapped and rated several areas as significant wildlife habitat, including seven deer wintering yards. [See the Critical Habitat Map for the location of wildlife habitats.](#) In fact, any of the large undisturbed areas, but especially those surrounding wetlands, have great value as prime wildlife habitat. Many wildlife species, birds as well as mammals, require large and diverse territories to provide adequate year-round feed, cover and breeding grounds. Appleton's forests currently shelter a healthy diversity of large and small animals. Loss of species diversity can have untold effects, including the overabundance of certain 'pest' species. It is worth keeping in mind, then, that fragmentation of territory and habitat disturbance are the principal causes of species decline.

Money for state acquisition for protection of the bog could be available through federal Land and Water Conservation Fund appropriations.

In 1973, Congress passed the Endangered Species Act to protect rare, threatened or endangered plant and animal species. The value and importance of these species is not always understood, and there has been much debate over this issue.

Species become rare or endangered for a variety of reasons, some of which are more obvious than others. In most cases, the decline or disappearance of a species, whether gradual or abrupt, acts as an indicator of overall environmental health or a change in environmental conditions. For example, the recent decline of many eastern songbirds led biologists to more fully recognize the extent of tropical rainforest destruction in the birds' wintering ranges. The disappearance of certain freshwater aquatic species provided important information in the identification of the problems of acid rain.

The continued existence of rare species and their natural habitats helps us to monitor present environmental conditions and also provides an important link to understand the past and changes that have since taken place. Many plant and animal species hold as yet undiscovered economic benefits for man in the form of medicines, food stuffs or industrial additives. Perhaps most important, however, is the support which each individual species contributes to the structure of a complex web of plant and animal populations and their interactions. It is this web that provides the essential support for all life; eliminating even a single strand weakens the total structure and eventually can have terrible consequences.

Wetlands provide important stopover points for migratory waterfowl in addition to offering nesting grounds for year-round and summer residents. They also serve an essential and often overlooked function as watershed protectors in allowing for ground and surface water recharge, water purification, nutrient processing and flood control. At a time when the number of wetlands and waterfowl habitat has been drastically reduced on a national level, Appleton's undisturbed wetlands with their surrounding mature forests gain increasing importance.

While the enacted shoreland zoning ordinance offers some protection to wetlands and therefore the species that frequent them, it does not guard against fragmentation of habitat. Along with the forested wetlands of the Appleton Bog, the Pettengill Stream watershed (including the Pettengill Bog), the Null Pond, and the section of the St. George River from SR 105 in North Appleton to the Village center all merit significant protection efforts.

Encroaching development, which chips away both at the edges and in the interior of Appleton's large natural areas, threatens to disturb the integrity of these areas. Without careful management, this fragmentation will greatly reduce not only the current natural value of these large parcels but also their long-term viability. As previously discussed, disruption and destruction of significant wildlife habitat areas will result in, among other things, decreased abundance and diversity of wildlife species. This, in turn, could adversely affect hunting, fishing and the enjoyment of other outdoor recreational activities. Disturbances that increase sedimentation of wetlands will significantly inhibit their ability to provide essential watershed protection functions for people and animals alike. Threats to wetlands and surrounding upland forested areas include both commercial and residential development, road and driveway construction and unseasonable or unsound logging activities.

Ideally, the town should set aside several large tracts of land to remain undisturbed by residential or commercial development. These undisturbed areas would include those Critical Natural Areas as designated by the state, which could enjoy special protection and be designated as limited use. Certain portions of the protected areas could also be managed as a wildlife refuge. Other areas within the 'protected zone' could be designated for resource production (i.e. timber harvesting) and/or recreational use.

Realistically, the best method of protecting natural resources in perpetuity is to acquire ownership or to encourage owners to grant conservation easements for the concerned properties. In the absence of monies for such acquisitions, or perhaps while purchase is being negotiated, preventative actions through education and regulation should be pursued to reduce threats to wetlands, significant wildlife habitat, scenic areas, or other priority protection areas.

Issues of Concern for Critical Habitats

1. Fragmentation and disruption of significant wildlife habitats with resulting loss of species diversity.
2. Disturbances to wetland areas and surrounding uplands that reduce function as watershed protection.

3. Loss or disruption of scenic views (and public access to them) would decrease the quality of life in Appleton.
4. The local extinction of rare species is possible through thoughtless actions of landowners and others. Protection of habitats containing rare species should be actively pursued.

VII. Mineral Resources

History and recent findings indicate that Appleton's lands do contain mineral deposits. They include limestone, zinc, lead and copper in addition to sand and gravel. Only sand and gravel are mined on a commercial basis [now](#).

Several limestone quarries existed in North Appleton during the 1800's. A limekiln operated at this time on the Peabody Road. As limestone has value in both the agricultural sector and the construction industry, these deposits may again become viable for exploitation.

The southeastern portion of Appleton (generally southeast of Allen Brook) apparently contains deposits of zinc, lead and copper. About twenty years ago several residents leased the mineral rights to their properties in this area. No exploitation occurred, and many of these leases have expired.

At least three sand and gravel pits currently operate in Appleton. Undeveloped gravel deposits exist in other parts of town, including West Appleton. Sand and gravel deposits are prime locations for aquifers. One aquifer in the center of town suffered severe depletion from sand and gravel extraction in the past.

The Bucksport Formation's metamorphic gneiss constitutes Guinea Ridge's bedrock. Stones from this area make excellent stone walls, making the area popular among those who profit from the theft of stone for the landscape business. On at least one occasion, landowners have had to defend their stone walls at gunpoint.

Appleton's mineral ore resources are clearly not of major importance, or they would have been developed long ago. At current prices, it is cheaper to mine and refine many mineral ores in developing countries and ship them to the U.S. than to mine them in this country. Any mining development that might occur in the area would also have to pass through a permitting process that increases the up-front cost of an operation. Requirements for site restoration, when enforced, also increase the cost of an operation.

The only way for a mining operation to be 'economical' is for the mine operator to avoid as many costs as possible by passing them on to local residents or imposing them on the environment. These costs include, but are not limited to [the following](#):

- burdens on municipal infrastructure, particularly roads;

- the social impacts of the "boom and bust" nature of mining, including unemployment, crime, large fluctuations in school populations and population displacements;
- ground and surface water pollution from refining and tailings, air pollution from dust, and noise pollution from machinery; and
- reclamation of mined land for alternative uses (mined land is never truly restored).

Proposed mineral ore extraction operations in the towns of Union and Warren have generated much controversy. Appleton has been under pressure by the mining industry to exploit gravel and flat rock deposits in ecologically sensitive areas. The town has three flat rock quarries and eight gravel pits. Non-residents own all of the quarries and gravel pits. Much of the product is trucked to coastal communities for landscaping. Appleton is concerned about the effects of mining on ecology and quality of life for residents. Accordingly, in 2002 the town adopted a mining ordinance that regulates mining operations that attempts to balance associated costs and benefits in order to protect the health and safety of residents, as well as they value of their land.

Issues of concern for Mining

1. Mining activities have a deleterious effect on the local and regional environment.
2. The environmental costs of mining are rarely factored into economic analyses of the activity, thereby exaggerating the economic benefits obtained.
3. Restoration of a site following mining has never been a major concern of mining companies.
4. The social costs of mining are generally ignored.

VIII. Scenic Areas

Among numerous scenic areas in town, the Appleton Ridge Road has been recognized by the state for its scenic value and is listed in its Natural Areas Inventory. The Ridge, which extends across town from the northeast to the southwest, is prized both for its own natural beauty and for the spectacular views it affords of the St. George River valley and Appleton Bog. It receives a great deal of local and tourist traffic for these reasons. Increasing, scattered and unregulated development along the Ridge and within the scenic views of the Ridge will significantly degrade this highly-appreciated aspect of Appleton.

IX. Town Conservation Committee

A Conservation Committee was established based on the recommendations of the 1992 Comprehensive Plan. It continues to educate landowners to preserve and maintain natural resources. It helped create the George's River Scenic Byway and it continues to provide conservation information to the Planning Board. The Committee is actively involved in pursuing conservation opportunities, including conservation easements.

Natural Resources Summary

Almost 69% of Appleton is forested, 18% is wetlands/open water and almost 14% is grassland/cultivated. Appleton Bog (about 1,000 acres), Witcher Swamp (900 acres), and Pettingill Swamp (1,100 acres) function in part as headwaters of and provide flood and water quality protection for the St. George River. Appleton Bog has the northernmost occurrence of an Atlantic white cedar swamp. The town currently offers protection of its natural resources with locally adopted shoreland zoning, floodplain management, site plan review, subdivision, and mining ordinances. These ordinances will be updated as needed to be consistent with the requirements of state and federal regulations. The town will continue to cooperate with the many local and regional organizations working to protect the natural resources within and surrounding Appleton, including the Georges River Land Trust and the Medomak Valley Land Trust. Regional efforts should focus on aquifer protection, watershed protection, and land conservation. Performance standards for aquifer and surface water protection are to be included in the land use ordinance and provided when applicable to neighboring communities.

Goal

1. To protect, preserve and manage natural resources by continuing to educate residents, consult with natural resource agencies, survey, enforce and update local land use ordinances as needed to protect the health and safety of residents, maintain consistency with state and federal requirements, and adequately protect resources that support the local economy without threatening critical habitats, residents, or property values.

Policies

1. To create incentives for large landowners, farmers, and woodlot managers to maintain the integrity of their holdings and protect them from development.
2. To **continue to** protect the town's critical natural resources, including wildlife and fisheries habitat, shoreland, scenic vistas, and unique natural areas.
3. To **continue to** safeguard the town's agricultural and forest resources from development that threatens those resources.
4. To **continue to** protect rare or endangered plants and animal species, their habitats and rare natural communities, from development which threatens those habitats, and to ensure that no species of plant or animal currently found in Appleton is made locally extinct by habitat destruction, overexploitation or other avoidable causes.
5. To **continue to** protect and improve the quality and manage the quantity of the town's water resources, including lakes, aquifers, great ponds, wetlands and rivers.
6. To create and protect an ecological preserve and recovery area, constituting at minimum the Cedar Swamp (with buffer), part of Guinea Ridge, and the environs of Pettengill Stream, and consisting of at least 5,000 acres, from incompatible development and resource extraction.

7. To allow no further destruction of significant wetlands (i.e. >10 acres), including forested wetlands, and to permit no net loss of wetlands within the town.
8. To prevent destruction of the town's environment due to mineral extraction.

Recommendations/Implementation Strategies

Note: Recommendations, also known as Implementation Strategies, proposed in this Comprehensive Plan are assigned a responsible party and a timeframe in which to be addressed. *Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long Term* is assigned for strategies to be address within ten years.

1. Educate and encourage large landowners to place their lands in Tree Growth, Agriculture, and/or Open Space programs and to manage the lands accordingly (Conservation Committee) Ongoing.
2. Encourage conservation easements on large tracts of open space within subdivisions (Conservation Committee, Planning Board) Ongoing.
3. Educate large landowners about the potential tax benefits associated with donations of property or conservation easements to various non-profit land trusts, including the Georges River Land Trust and the Medomak Valley Land Trust (Conservation Committee, Planning Board) Ongoing.
4. Create protection agreements with towns sharing the Town's known aquifers, wetlands and watersheds. Priorities include maintaining and/or improving the water quality, fisheries and scenic beauty of the St. George River system and obtaining public access rights to Sennebec Pond (Selectmen) Immediate.
5. Update the current shoreland zoning, floodplain management, and other ordinances, as needed, to protect interior wetlands and identify district types for currently undesignated shoreland districts (Ordinance Committee, Selectmen, Town Meeting) Immediate.
6. Ensure compliance with the U.S. Clean Water Acts, the Maine Natural Resources Protection Act, and the town's shoreland zoning ordinance through education and enforcement (Planning Board, CEO) Ongoing.
7. Identify existing uses that threaten ground and surface water resources, monitor them on a regular basis, and require clean-up and/or mitigation where necessary. Take measures to reduce salt pollution from roads and phosphate pollution from fields, roads and residences (Conservation Committee) Ongoing.
8. Identify existing faulty septic systems; encourage landowners to take advantage of cost share programs to bring systems up to code (CEO) Ongoing.

9. Educate landowners about the State Forest Practices Act and Best Management Practices guidelines and encourage compliance with the Act (Conservation Committee, CEO) Ongoing.
10. Place particular emphasis on encouraging landowners to place their land in Farmland Protection and/or Tree Growth classification (Selectmen, Planning Board) Ongoing.
11. Ensure compliance with the Endangered Species Act of the United States and the Maine Endangered Species Act (Maine DEP, CEO) Ongoing.
12. Establish a liaison between such landowners and the various land protection organizations currently active in the area (Conservation Committee, The Nature Conservancy, George's River Land Trust, Medomak Valley Land Trust, etc.) Ongoing.
13. Educate landowners within the designated natural resource areas as to the importance of this area and the severe negative impacts of even minor disturbances (Conservation Committee) Ongoing.
14. Educate appropriate landowners and townspeople in general about the benefits and importance of wetlands and activities that are compatible or non-compatible with their presence (Conservation Committee) Ongoing.
15. Continue enforcement of Mining Ordinance, review annually to ensure its adequacy to effectively regulate mining (Ordinance Committee, Selectmen) Ongoing and Long term.

Note: The Planning Board and CEO will carry out all requirements as laid out in future ordinances as described in the policies and recommendation sections after being approved and enacted by the townspeople at Town Meeting.

RECREATIONAL RESOURCES

Introduction

Appleton has limited municipal recreational facilities. The natural resources of our town and region provide numerous recreational opportunities for residents and visitors alike. Our open space includes athletic fields, farms, forestlands, wetlands, ponds, and river corridors, as described in the Natural Resources Chapter of this plan. Of course, much open space is not accessible to the public; and as the regional population rises, development pressures on all open space will increase. Accessible open space is noted in this chapter. The goal of this chapter is to promote and protect the availability of recreational opportunities including access to surface waters. Note: Historic sites are described in the History Chapter of this plan.

Recreational Programs

Appleton has _____ a Recreation Committee that through volunteer efforts offered the following recreational programs in 2004: _____

Recreational Facilities

Scenic Areas

Much of the whole town is a scenic area. Any action will affect this. The view from the Appleton Ridge Road is most spectacular, and has been identified and listed in the state's Natural Areas Inventory.

Appleton residents have identified special scenic areas including:

Johnson Pond East Sennebec from town line to the Stockbridge farm West Appleton through the Pettengill Whitney Road Junction of SR 131 and SR 105 toward Sennebec Pond SR 105 at N. Appleton north of Meservey barn across river to Goose Lane. Some views depend on open fields
Views from Appleton Ridge Road

Public Recreation Sites

Appleton Village School has a playground open to the public. There is also a gym that is used by various groups as a meeting place and for sports and exercise.

A small public park at Riverside Hall Site just below the town hall provides picnic tables and a place for group activities. Parking is available across the road.

Private Recreation Development

The little league team has use of a field on Appleton Ridge owned by Mel & Carol Raven. The Riehl Hunting Lodge is located in West Appleton and serves a considerable number of clients each year. West Sennebec Campground and Lodge is located on SR 131. The Trailmakers

Snowmobile Club maintains a number of trails through the town that connect with trails from other communities. In Appleton, the snowmobile registration fees are returned to the club to help with trail making. Cross-country skiers, horseback riders and hikers also use the trails.

Natural Recreational Resources

The St. George River runs through the eastern side of town and provides opportunities for fishing, canoeing, hunting, and nature walks. The river flows into Sennebec Pond, but there is no public access to the Appleton section of the pond at this time. There is public access to the river at North Appleton on SR 105 where the State Department of Inland Fisheries & Wildlife owns a strip of land on the south side of the road and the "parking lot" on the north side. There is also public access in the village for a short distance above and below the bridge on the east bank. Just south of the bridge in the Village is a spot on the east side of the river called the Swimming Hole, where children used to swim. It is rarely used for that purpose today.

The Mill Pond on the Sleepy Hollow Road is a beautiful area with opportunities for fishing in both winter and summer, skating in the winter, canoeing, and bird watching. The existing access site is located on private land. There is considerable and continued vandalism on the old water-powered sawmill located just below the dam. Two year-round homes have been built on the pond in recent years, and the area is vulnerable to large-scale development.

The Medomak River and Pettengill Stream, both west of Appleton Ridge, are attractive areas used for fishing, hunting, canoeing, nature walks, horseback riding and cross-country skiing. The town owns several parcels of forestland that are used by hunters, hikers and other outdoorsmen. Johnson Pond on Appleton Ridge is a beautiful natural area. The Johnson Pond Road and the Guinea Ridge Road are both used by ATV's, skiers, and hikers. Woods roads are subject to abuse by vehicles that contributes to significant erosion and gully formation.

Land Use Options to Preserve Open Space

A number of options can be used to protect open space, whether used for recreation or not, including government purchase of private land, donation, non-profit ownership, voluntary deed restrictions including conservation easements, or regulations like zoning and subdivision ordinances that seek to reserve open areas in new developments. In addition, the Tree Growth Tax Law program, and Farm Land and Open Space Tax Law can serve to protect open space. In Appleton, there were 51 parcels totaling 1,663.3 acres in Tree Growth tax status, 7 parcels in farmland tax status totaling 195.43 acres, and 8 parcels totaling 296 acres in open space tax status. It is important to note that use of the Tree Growth program may lead to some contention because it does not always encourage public access to subsidized private lands, and it removes land from the tax roles.

Appleton's land use ordinances do not contain provisions for open space or cluster development, yet incentives or requirements for preservation are found in the ordinances of other towns. Traditionally, local attitudes have been that unimproved land is often seen as a shared resource, e.g. for hunting, and though privately owned, the land can be used by the residents because everyone knows each other. This notion has changed, especially in the past decade, due in part

to the influx of new residents. As more and more residents restrict the use of their land, it is harder to sustain the illusion that large amounts of private land are available for public use. This makes the limited amount of public access provided on town-owned lands increasingly important to residents.

Regional Recreation

The following are some selected regional recreational resource outside Appleton:

1. Camden Hills State Park: 30 miles of hiking trails with access from five major trailheads; a 112-site camping area includes flush toilets and hot showers; picnic area; rocky shoreline.
2. Cellardoor Winery & Sculpture Garden, Lincolnville: Winery specializing in grape wine. Maine's largest vineyard with 25 varieties of grapes. Wine tasting, tours and sculpture garden including flame-cut steel sculpture depicting women, animals, birds and plants.
3. Damariscotta Lake State Park, Jefferson: 17 acres; sand beach swimming area with a lifeguard; a group use shelter and playing field; changing rooms; drinking water; picnic tables and grills; small playground.
4. Farnsworth Art Museum, Rockland: Images of sea and shore by one of Maine's most beloved and prolific contemporary artists, including the Wyeths. Museum includes sculptures in wood and bronze, ink drawings and watercolors of the Maine coast and shore birds.
5. Goose River Golf Club, Rockport: Nine holes, 3,049/3,096 yd., par 36/35. Season: May-November.
6. Lake St. George State Park, Liberty, Open May 15 to October 1, there are 38 camping sites, flush toilets and showers. Swimming area with lifeguard in season. Fishing and hiking. Boat and canoe rentals available. Lake St. George is 1,017 acres.
7. Liberty Historical Society: Old Octagonal Post Office (1867) has all of its original equipment and houses the historical society. Open Saturdays in the summer.
8. Montpelier, Thomason: Replica of original 1793 home built by General Henry Knox, U.S. Secretary of War in George Washington's cabinet. Open June through October.
9. Owls Head Transportation Museum: Landmark, operating collection of World War I era aircraft, automobiles, motorcycles, bicycles and carriages. Air shows and rallies of classic autos, foreign autos, trucks, tractors, commercial vehicles and military vehicles most summer and fall weekends. Several aerobatic shows each summer.
10. Riding Center at Mount Pleasant Farm, Union: boarding, trail riding, children's day camp, and lessons.
11. Shore Village Museum, Rockland Gateway Museum, Maine's Lighthouse Museum, Rockland: Largest collection of lighthouse artifacts on display in U.S. Marine exhibits. Open daily June through mid-October.
12. Union Historical Society: UHS is in a Victorian house shared with the local library, includes some artifacts, and offers programs, self-guided tours to historic sites and publications for sale.

Conclusions

1. As with most rural Maine towns, Appleton has few municipal recreational facilities but a great deal of natural resource-based recreation.
2. Thoughtless vandalism, a practice as old as mankind, remains a constant threat to our recreational resources.

Issues of Concern

1. The unauthorized use of both private roads and public thoroughfares by off-road vehicles (ATVs, dirt bikes, 4-wheel drive vehicles) creates hazardous situations and during the wet season causes considerable damage. The lack of enforcement of existing laws offers little deterrence.
2. Fragmentation of large land holdings by developers could change the character of the town by reducing hunting opportunities and wildlife in the developed areas and concentrating hunting and other recreational activities in those areas remaining open.
3. There is no public access to suitable swimming areas.
4. The lack of courtesy by some users, and vandalism, is causing some private owners to post their land against trespassers of all kinds.
5. If fields are allowed to return to woods, scenic views can be lost.
6. Large structures built on hilltops can detract from the natural scene.
7. Certain forestry practices, such as clear cutting, reduce scenic values.

Summary

Most of Appleton's recreational opportunities depend upon the natural resources of the town and region. The town has few municipal recreational facilities. Traditionally, local attitudes have been that unimproved land is often viewed as a shared resource, e.g. for hunting, and though privately owned, the land can be used by the residents because everyone knows each other. This is changing, due in part to the influx of new residents, both year round and seasonal. As more and more residents restrict the use of their land, informal public access to large amounts of private land becomes increasingly problematic. This makes the limited amount of public access provided on town-owned lands increasingly important to residents. Since the town's most important recreational resources rely on public access, the town should seek to maintain and improve this access, working in cooperation with landowners, volunteer organizations and land trusts.

Goals

1. To preserve Appleton's existing recreational and scenic resources.
2. To maintain existing recreational facilities, while encouraging the expansion of recreational opportunities that do not have a negative impact on Appleton's natural resources.

Policies

1. Discourage vandalism of recreational places through education and better enforcement of existing laws.
2. Educate schoolchildren on the fact that they live in an exceptional outdoor area and that the protection of its many natural resources is an individual responsibility; teach and encourage low-impact recreational use of these resources.
3. Educate the townspeople on the proper use of off-road vehicles, and improve the enforcement of existing laws when such vehicles are misused.
4. Encourage owners to keep existing fields mown.
5. Encourage silviculturally sound forestry practices.

Recommendations/Implementation Strategies

Note: Recommendations, also known as Implementation Strategies, proposed in this Comprehensive Plan are assigned a responsible party and a timeframe in which to be addressed. *Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long Term* is assigned for strategies to be address within ten years.

1. Establish a relationship among local government, committees and service providers that will foster increased participation in the education process from local officials and interested citizens. (Selectmen, Conservation/Recreation Committee) Ongoing
2. Contact law enforcement providers and encourage greater enforcement/interaction with the town. (Selectmen, Sheriff's Office) Ongoing
3. The conservation committee should contact the Greenville Chamber of Commerce and the Bureau of Parks and Recreation to obtain more information on its successful program that educates recreational users about respect for private land. (Selectmen, Conservation/Recreation Committee) Ongoing
4. Encourage recreational opportunities and increase public access to surface water by funding improvements on town owned land, including landing facilities, as described in the Capital Improvement Plan Chapter of this plan (Selectmen) Immediate.

5. Encourage the preservation of open space by drafting ordinance provisions that will require proposed major subdivisions to present recreational and open space areas in their plans as appropriate (Ordinance Committee, Planning Board, Town Meeting) Ongoing

LAND USE

Introduction

Growth and change are inevitable processes in any community. However, experience shows that planning for the future allows for protection of those aspects of a community that are the most valued and often the most taken for granted. As with many inland communities in Maine, people move to Appleton because of its peaceful, rural character and relatively low land prices. Yet this influx threatens the very [qualities](#) of the town that make it appealing. Preparing and planning for growth can allow for the protection of rural character and values, can prevent unsightly sprawl, can provide for the most efficient use of public services and can avoid unnecessary increases in costs and services.

The inventory and analysis of current land use practices is an essential step in developing a comprehensive plan for any community. The land use inventory, in conjunction with the [current land use and land cover maps](#), [and the maps showing natural resource constraints](#), can be used to understand [development trends](#), to identify potential problem areas, and to determine areas most suitable for future residential and commercial development.

Historical Perspective

Appleton was incorporated as a town in the early 1800's. During the lumber boom of the 1850's it reached its peak population of 1,727 residents. Community centers grew up around mills along the waterways that provided transportation routes for goods produced in the area. Other businesses flourished along with the mills, including cooper shops, blacksmiths, millineries, and so on. The largest of these settlements was in the present village area. Other population centers developed in North Appleton and Burkettville. Small family farms were spread throughout the town.

In the 1930's the population fell to an all-time low of 574. Economic hard times and a change of transportation systems demonstrated that Appleton's location, its poor soils and steep slopes could not compete with more agriculturally productive and centrally located areas. The role of agriculture has thus decreased and fields and farms have grown up to trees. Logging also holds less importance than it once did for the local economy. As times have changed, fewer residents make their living from the land, and more residents go out of town to earn their living. Thus, Appleton has become more of a residential community and less of a resource production area.

The 1970's brought a new influx of people to Appleton, increasing the population by over thirty percent. This trend continued [through the 1980's, 1990's and to the present day](#). [Over the past ten years, many of the community's gathering places have been lost. Two of the three town general stores in Appleton have closed. Post Office branches in both the Appleton Village Center and the Burkettville section of Appleton have closed. The loss of these stores and post offices has not only hindered the provision of goods and services to residents, but has more importantly damaged the sense and function of community. Three remaining unofficial gathering places exist: the Appleton Village School, the Appleton Library, and the last remaining general store in the Appleton Village. The town has put together a Library Committee to build a](#)

new library, not simply to provide library services, but also to maintain a central location for the facility in the Village Area. Although Appleton's population is increasing, residents suffer from the loss of local services to regional service centers in larger communities.

Land Cover

Land Cover is described in the Natural Resources Chapter in detail. Because of its importance to land use, the following table is repeated here as well. See the Land Cover Map for the location of these areas.

Town of Appleton Land Cover

Land Cover	Acreage	Square Miles	%
Forest	14,267.7	22.3	66.8
Grassland/Cultivated	2,957.4	4.6	13.9
Wetlands/Open Water	3,853.0	6.0	18.0
Developed	244.2	0.4	1.1
Bare Ground	31.4	0.0	0.1
Total (Rounded)	21,353.6	33.4	100.0

Source: NOAA: Landsat Thematic Mapper

Notes: Totals affected by rounding

Residential Development

Residential development in Appleton continues to be concentrated in three large rural neighborhoods: the village area, North Appleton and Burkettville. Homes tend to occupy smaller parcels of land in these areas. Away from the more densely populated areas, the older farms and many of the newer houses are located along main roads. In recent years, the number of new homes along main roads has increased and many of the back roads are experiencing development. There are still large sections of town with little or no development, most notably the northern corner. Much of this area is wetland with few suitable access roads.

Development and escalating real estate prices in the mid-coastal communities have caused increased development pressure in the smaller inland towns. To date, most residential development in Appleton has been single-family homes on individual lots. Recently, subdivision of large lots has occurred, a trend, which has been more prevalent towards the coastal communities.

For residential development, the Town of Appleton has ordinances regulating subdivisions, (both major and minor), mobile home parks, [manufactured housing](#), [shoreland zoning](#), and [minimum lot size, setbacks and road frontage requirements](#). See the section on [current town land use regulations and ordinances](#) later in this chapter. In the recent past the majority of new construction in Appleton has been on single individual lots, therefore, this type of development has had the greatest impact on Appleton's growth. Current ordinances require a one-acre minimum lot size throughout town for single-family development. A major subdivision of more than four parcels requires a five-acre minimum lot size.

Census data from 1980 to 2000 indicate that the number of housing units town wide increased an average of 2.2% per year. By 2015, housing units may total between 667 and 726. Building permit records for the past ten-year period show the distribution of housing types for new construction. Affordable housing in the form of manufactured housing (double and singlewides and mobile homes) has constituted about 40% of total housing permits issued since 1993.

See the Housing Chapter for a detailed description of housing patterns and resident concerns.

Commercial Land Use

Appleton does not have a large commercial base. Most working residents commute to larger urban centers for jobs and major shopping. Local businesses do provide some basic services. Home occupations constitute the most significant group of local businesses. These are scattered throughout town. Some constitute the sole livelihood for their operators while others provide supplemental income. A wide variety of activities are conducted as home occupations. See the Economy Chapter for a description and listing of local employers and businesses.

There are two light industrial businesses in town: Crowe Rope, located near the Pine Grove Cemetery in the village; and Nash's Blueberry packaging facility at the intersection of SR 105 and the Peabody Road in North Appleton. These businesses provide good examples of low impact enterprises that can help to stabilize the local economy, and which are compatible with the town's rural character.

All new commercial or industrial projects must satisfy the requirements of the Site Plan Review Ordinance overseen by the Planning Board. There is no local review of home occupation activities.

Public and Tax Exempt Land

There are a number of publicly owned and tax-exempt lands in town. The town itself owns five parcels of primarily forested lands encompassing 162 acres. These were obtained through tax seizures. Two properties are located in West Appleton, 2 parcels along Pettengill Stream and 1 parcel along Collinstown Road.

Other municipal properties include the town office, the new and old fire stations, and the Appleton Village School. Tax-exempt lands include the Appleton Baptist Church, the Mildred Stevens Williams Memorial Library, the Medomak Valley Grange in Burkettville and The Nature Conservancy property in the Cedar Swamp (approximately 80 acres). Central Maine Power Company maintains a power line that cuts through the northwestern corner of town from the Liberty to Searsmont town lines.

Forested Lands

Most of Appleton's land (about 67%) is forested. The following table provides estimated acreage for mature and immature forests and the degree of local timber harvesting activity. In 2003, 51 parcels were classified under the Tree Growth Tax Program covering 1,663.3 acres.

Four general types of forest management activities take place in town:

1. Individual landowners who harvest small amounts each year for personal firewood and lumber needs.
2. Individual landowners who hire a commercial logger to harvest marketable timber.
3. Commercial landowners who harvest timber on a rotation schedule. There are four or five managing approximately 250 acres.
4. People who buy land for the short term then harvest the timber and often subdivide to resell lots as home sites.

Agricultural Lands

There are currently 15 working farms in Appleton, including dairy farms, blueberry farms, sheep and cattle farms, and other “niche” farms. _____ produce blueberries, _____ produces hay, _____ are cattle farms, _____ is a dairy farm, _____ are equestrian centers _____ is a horticultural center and _____ serves as a market garden, selling crops at a farm stand. Many other townspeople raise animals and tend gardens for subsistence and pleasure. Most blueberry lands are located on top of Appleton Ridge, while other agricultural activities are scattered throughout town. The following indicates the approximate acreage for agricultural activities in Appleton, although it does not include small-scale crop production.

In 2003, seven parcels have a total of 195.43 acres committed to the Farmland Protection Tax Program. This state program, similar to the Tree Growth Tax Program, allows landowners who are committed to earning an income from farming for at least a five-year period to have their land assessed at current use value rather than a higher market value.

Both commercial and personal agricultural activities play an important role in maintaining the rural character of the town. Farming provides principal and supplemental income for landowners as well as supplying farm products to the community on a small scale. Farming is important not only to the history of the town and the local economy, but also in allowing people to provide for themselves.

Appleton soils rated high or suitable for agriculture are often the same soils that are best suited for construction and septic systems. It is essential that substantial acreage of the good soils be preserved in parcels large enough to be economically worked as farms in order to provide and allow for future production needs. Once farmland is lost to development it is difficult, if not impossible, to return that land to production.

Open space itself is an attribute whether or not it is actively producing agricultural or forestry products. Studies have shown that new tax revenues resulting from increased residential development do not adequately cover the costs of the necessary increase in services such as road maintenance, education and solid waste disposal. Maintenance of farmland and open space,

including forestlands, however, acts to stabilize local tax rate. Viewed in this light, it is in the best interests of the townspeople as a whole to preserve working farms and open space.

Appleton is fortunate to have large tracts of relatively undisturbed lands such as the Cedar Swamp and Pettengill Stream watershed (refer to [the Natural Resources Chapter](#)). Although there is considerable development on the shores of Sennebec Pond, large areas of undeveloped shoreline remain. Few areas such as these still exist close to coastal population centers.

Appleton's farmlands, forests and wild lands combine to form the basis of its rural landscape. Its panoramic views have received state and local recognition as important scenic areas. The townspeople should place priority on the importance of these unique natural features and identify what steps residents should take to ensure their preservation.

Existing Town Land Use Regulations and Ordinances

Appleton has these land use ordinances, many of which have been adopted or amended since the 1992 Comprehensive Plan. See the Existing Land Use Map for shoreland zones.

1. **Building Permit Regulations:** Adopted to ensure safe construction, protect neighbors and natural resources, and to facilitate equitable tax assessment.
2. **Floodplain Management Plan:** Adopted to provide homeowners access to floodplain insurance, to improve the limited construction that does occur in flood prone areas, which reduces reconstruction costs and public services/aid needed.
3. **Lot Specification Ordinance** Adopted to preserve residential character, minimum lot size town wide set at one acre, with a 150-foot minimum road frontage on public street or subdivision road but not on private driveway or right of way, and setback and height restrictions.
4. **Manufactured Home Ordinance:** Adopted to ensure safe manufactured housing.
5. **Mining Ordinance:** Adopted to adequately protect residents, their homes, and environmental resources from mining operations.
6. **Mobile Home Park Ordinance:** Adopted to ensure safe mobile home park location.
7. **Planning Board (Administrative) Ordinance:** Adopted to ensure due process rights of applicants and residents and to ensure a timely review of development proposals.
8. **Road Entrance Permit:** Adopted to ensure that private roads accessing town ways have adequate sight distance and drainage in order to protect the safety of motorists.
9. **Shoreland Zoning Ordinance:** Amended to comply with state requirements and to protect surface waters from pollution.

10. Site Plan Review for Commercial Development Ordinance: Adopted to minimize the negative impact of commercial development on nearby residential development, traffic, public services/facilities, and on natural resources.
11. Subdivision Ordinance: Amended to comply with state requirements and allow for better sited subdivisions that reduced negative impacts on neighbors and on the environment, minimum lot size for major subdivisions set at five acres.
12. Wireless Telecommunications Ordinance: Adopted to ensure that such towers are safely installed on sites that do not significantly impact the town in a negative manner.

See the ordinances themselves for their specific provisions. The ordinances are available at town hall or online at <http://www.appleton.me.gov/>.

Discussion/Issues of Concern

In the planning process, Appleton residents must find ways to accommodate inevitable future growth and changes without sacrificing the land as a living resource. While some of the once populated areas are again being developed, most of the optimal house sites have long been built upon and maintained as residences. As residential and population growth increases, more houses are built in previously undeveloped areas. With increased residential growth, farms, fields and forests may be irreversibly transformed into house lots.

Appleton's geography, with its steep slopes, shallow and rocky soils and extensive wetlands, is poorly suited for high-density development. To protect soil and water quality it is imperative that future development is sensitive to the land's physical constraints. Each of us as property owners and residents will ultimately determine the future of Appleton's land, how it will be used, cared for and valued.

To obtain guidance from Appleton residents regarding their wishes for the town's future, the Comprehensive Plan Committee distributed a survey concerning local land use issues in 2004. The results of this survey were considered **and followed** during the discussions on and development of the issues of concern, goals, policies and implementation strategies for Appleton's land use plan.

Of the _____ residents who completed the survey, preserving the town's rural character and protecting its natural resources ranked as their highest priorities. Preserving agricultural land and large tracts of undeveloped forestlands were also ranked high as priorities. Most respondents indicated their appreciation for the quality of rural life, the beauty of the area and the quiet. Most residents indicated concern over solid waste disposal options for the town. For a more detailed review of the survey results, please refer to **the Survey Results Chapter**.

The results of this survey, opinions expressed at several public meetings, and long hours of discussion contributed to the development of future land use concerns for Appleton residents:

1. Continued and unregulated residential development can or will: (a) result in loss of productive agricultural and forest lands; (b) interrupt scenic views; (c) change the rural character of town; (d) fragment and therefore disturb or destroy prime wildlife habitat areas; (e) have adverse effects on water quality through increased runoff from new roads, driveways, septic systems and yards; (f) create traffic hazards due to increased numbers of access routes (drives) and increased traffic; (g) result in increased noise levels and therefore loss of quiet.
2. There are few physically suitable areas in town for concentrating future growth. In many areas of town both residential and commercial development must overcome many natural (physical) constraints so as not to adversely affect water quality, etc.
3. The existing one-acre minimum lot size throughout town is incompatible with residents' expressed desire to preserve the town's rural character. Lot size and frontage requirements alone will not prevent sprawl but must be used in combination with other methods for preserving open space.
4. While several state and local regulations exist, they are only effective when they are enforced. In many cases, it is the public's responsibility to ensure enforcement of certain activities. Increased development also places increased demands on the Code Enforcement Officer's time. To meet these demands, the town may need to expand his hours. In addition, to address the complexity of certain situations, a multi-disciplinary review team may be required, consisting of some or all of the following town officers: road commissioner, town forester, planning board members, code enforcement officer and selectmen.
5. State environmental protection laws provide the only regulation of home occupations. Do these regulations provide adequate safeguards?
6. Should development of mobile home parks be limited to a specific area of town?

Proposed Land Use Plan

The Land Use Planning and Regulation Act requires the identification of growth and rural areas within municipalities that are growing in population. The designation of growth areas is intended to encourage development in places most suitable for such growth and away from places where growth and development would be incompatible with the protection of rural resources. Based on growth management, growth areas are to be located close to municipal services to minimize the cost to the municipality for the delivery and maintenance of these services. The designation of rural areas is intended to protect agricultural, forest, scenic areas, and other open space land areas from incompatible development and uses. The Comprehensive Plan is not a Land Use Ordinance, but it can serve as the legal foundation of current and future Land Use Ordinances. The proposed districts are recommendations only, and are subject to town vote in order to actually be implemented in a land use ordinance.

The proposed land use districts described below do not identify specific parcels or areas needed to accommodate predicted growth and development. Only detailed site-specific analysis,

working in direct consultation with property owners, can determine the precise location of proposed districts. This Comprehensive Plan has not assessed landowners’ desires to sell their land for development, to develop it themselves, or to leave it undeveloped.

The land use districts proposed as Appleton’s growth and rural areas are illustrated on the Proposed Land Use Map at the end of this Chapter.

Summary of Proposed Land Use Districts
(Note: Districts are described in the text after this table)

<i>District Name</i>	<i>Minimum Lot Size in Non-sewered Areas</i>	<i>Minimum Lot Size with Community Wastewater/Sewer</i>	<i>Road Frontage</i>	<i>Key Purpose and Provisions</i>
Proposed Village Mixed Use	20,000 sq. ft. (almost ½ an acre)	10,000 sq. ft.	TBD	Maintain mixed uses and residential neighborhoods, allow home based and low impact businesses following traditional development patterns, support existing businesses in village areas, promote smaller and therefore more affordable housing lots
Proposed Rural Mixed Use	65,340 sq. ft. (1.5 acres) (with smaller lots allowed in open space subdivisions)	-	200 feet	Prevent high-density large scale suburban type development Encourages open space subdivision development where a portion of the parcel is permanently conserved
Existing Shoreland Zones and un-forested wetlands	-	-	-	Protect water bodies and un-forested wetlands
Proposed Conservation	-	-	-	Recognize existing Parks, Preserves, and Public and Private Conservation easements

Proposed Village Mixed Use District

The Proposed Village Mixed Use District contains approximately 866 acres (including lots already developed) to accommodate the future residential and commercial growth of the community. Using the highest projections, discussed in the Housing Chapter, it is anticipated that up to a maximum of 179 new housing units above the 2000 Census figure of 547 existing homes, will be needed by the year 2015. It is estimated that the proposed growth area is sufficient to accommodate this future growth.

1. This proposed district would require adoption in a land use ordinance and, as such, requires a Town Meeting vote for approval and implementation. This vote would be independent of the Town Meeting vote on this Comprehensive Plan.
2. This district is located in the Appleton Village area. See the Proposed Land Use Map. This district will provide growth areas for future residential and low impact businesses.
3. A variety of small scale, low impact retail, service, and home occupations will be allowed in this district. Housing types, such as single family, two-family, and multi-family will also be allowed in this district. The land use ordinance will specify the exact types and sizes of commercial uses allowed, based on feedback from the Appleton Public Opinion Survey (2004) and views expressed in meetings. That survey indicated a strong preference of residents to do the following: (1) encourage opportunities for locally owned businesses to locate or expand in Appleton and (2) not encourage national chain large-scale stores to locate here.
4. Performance standards regarding noise, lighting, hours of operation parking, and other adverse impacts will be considered, to ensure compatibility with residential neighbors. Standards such as architectural and signage design, parking lot location, size and landscaping, and maximum floor areas for individual retail stores will be considered to retain the town's traditional scale and appearance for future development.
5. Traffic control in this area will be consistent with the Maine Department of Transportation (MDOT) Access Management Standards. Permitting and enforcement of entrances and driveways on state and state aid roadways is done by MDOT, not the town. Changes in existing entrances and driveways to improve access points to accommodate future development will be pursued with MDOT.
6. In areas not serviced by municipal or community sewer and water, the minimum lot size will be 20,000 square feet (almost half an acre) where soil conditions permit. Areas serviced by municipal or community wastewater and sewer will have a minimum lot size of 10,000 square feet. As noted in the Housing Chapter, community wastewater facilities are less costly than sewers and may be a viable option for locating homes on smaller and therefore more affordable lots.
7. Provisions will be considered that promote improved and interconnected road access within this district. Such provisions include adopting road standards that allow for the construction of new roads that are appropriately scaled for neighborhood loop roads, and/or "backlot" provisions that allow at least limited use of private ways to access land off existing roads.
8. The Town will consider accepting private subdivision or development access roads as town roads in the proposed Village Mixed Use District.
9. The Town will consider dimensional standards, such as smaller setbacks, to allow for a compact development pattern and encourage the siting of buildings in a manner that is compatible with existing development.

10. The Town will consider municipal commitments to enhance the safety and appearance of the proposed growth areas, such as the maintenance of street trees, parkland and infrastructure improvements such as sidewalks, paths and bike trails (noted as an implementation strategy in the Transportation Chapter).

Existing Shoreland Zones

The existing Shoreland Zones as set in the Appleton Shoreland Zoning Ordinance protect natural resources, limited residential, limited commercial uses in the applicable shoreland districts. Accordingly, no amendments to the Shoreland Zones are proposed in this plan. A survey of un-forested wetlands will be conducted as needed to determine if further regulation is required to protect these areas from inappropriate development.

Proposed Rural Mixed Use District

Rural Areas are meant to protect agricultural land, forested lands, scenic areas, open space land uses and low-density residential development.

1. This proposed district would require adoption in a land use ordinance and, as such, requires a Town Meeting vote for approval and implementation. This vote would be independent of the Town Meeting vote on this Comprehensive Plan.
2. The purpose of this district is to preserve and enjoy the rural character of the town, to protect agricultural and forestry uses, to preserve open spaces and single-family residential dwellings with larger lot sizes.
3. The recommended minimum lot size will be 1.5 acres (65,340 sq. ft.). To maintain the rural character in this district, the existing larger lot sizes should be encouraged as outlined in the goals of the Natural Resources Chapter. Frontage requirements on state, state aid and existing municipal roads will be 200 feet to maintain the rural character of the town. Frontages on subdivision roads will be smaller.
4. The Town will encourage open space subdivisions. An open space subdivision is a subdivision in which, if the developer provides dedicated permanent open space, the lot sizes may be reduced below those normally required in the land use district but at or above state minimum lot size requirements. Open space may or may not be publicly accessible. The Planning Board will encourage all subdivision applicants within this district to submit an open space subdivision plan for consideration. The Land Use Ordinance and/or Subdivision Ordinance will include incentives to encourage the preservation of rural areas. Smaller lots, as in open space subdivisions, which may be served by community wastewater facilities as noted in the Housing Chapter, are more affordable than larger lots to purchase, to build upon, and to service with utilities, resulting in cost savings to the homebuyer, developer, and town.
5. Agricultural and commercial forestry operations will be allowed in this district, as well as limited business uses including small-scale service, Bed and Breakfasts, home occupations

and other small-scale, low impact retail establishments. Quarries and gravel pits will be prohibited from certain environmentally sensitive areas, traffic from quarries and gravel pits will be managed away from village centers and the school. Performance standards regarding noise, lighting, hours of operation, parking, and other adverse impacts will be considered to ensure compatibility with residential neighbors and with the rural character of the district. Development regulations should encourage residential development to occur on existing or recently constructed roads (as of the Comprehensive Plan adoption date).

6. Traffic control in this area will be consistent with the Maine Department of Transportation (MDOT) Access Management Standards. Permitting and enforcement of entrances and driveways on state and state aid roadways is done by MDOT, not the town. No new roadway intersections with US 1 will be sought; rather, reconfiguration of existing entrances and driveways to improve and coordinate existing access points in order to provide increased capacity to accommodate future development will be pursued with MDOT.
7. The Town will consider not accepting private subdivision roads as town roads in the proposed Rural Mixed Use District due to the disproportionate cost to the Town.
8. Grandfathering: Lots smaller than the minimum lot sizes for the proposed Rural Mixed Use District but at or above the current Appleton minimum standard of one-acre for non-sewered areas, which at the time of the adoption of a land use ordinance are in deed form and registered at the Registry of Deeds will be buildable non-conforming lots provided that the other requirements of the ordinance for non-conforming lots are met.

Proposed Conservation District

1. The conservation district will include land owned by the State of Maine, the Town of Appleton, a land trust, or held in public or private conservation easement and already designated as resource-protected wetlands, forest, farmland or open-space protected areas, Critical Habitat Areas, or as natural areas to be preserved for public recreation. See the Proposed Land Use map.
2. Development within this district will be strictly limited to uses allowed under the applicable state and federal regulations and easement provisions. No new residential or commercial development will be allowed, though modest educational and/or recreational facilities may be appropriate and allowed within this district in accordance with the terms of individual conservation easements.
3. This proposed district, as with any proposed ordinance or ordinance amendment, requires a Town Meeting vote for approval and implementation, independent of and in addition to the Town Meeting vote on this Comprehensive Plan.

Impact Fees

The Land Use Ordinance may be amended to include a provision for collection of impact fees from new applicable development in all of the proposed districts, as allowed by Maine's impact

fee statute, Title 30-A MRSA, §4354, as amended. The Town may assess impact fees from applicants if the expansion of the public facility and/or service is necessary and caused by the proposed development. The fees charged must be based on the costs of the new facility/service apportioned to the new development. The fees must benefit those who pay; funds must be earmarked for a particular account and spent within a reasonable amount of time. Fees may be collected for the following, as well as for other facilities and services not listed below:

- Solid waste facilities
- Fire protection facilities
- Roads and traffic control devices
- Parks and other open space or recreational areas
- Waste water collection and treatment facilities
- Municipal water facilities
- Public Services, in general, including educational facilities

Phasing/Growth Caps

The Land Use Ordinance may be amended to include a provision for growth caps or the phasing of proposed subdivisions to minimize potential undue fiscal impacts on town facilities and services.

General Recommendations for Amending Land Use Ordinances

Land use regulations should be kept to the minimum necessary to achieve the goals of the Comprehensive Plan and to reduce the number of non-conforming properties. The Comprehensive Plan should not impose burdensome requirements on the everyday activities of the town's residents. Likewise, the Plan should not create costly enforcement issues for town government. The ultimate goal of growth management is to regulate land use development to the extent necessary to protect natural resources, property values, and public safety.

In ordinances, specific standards and clear definitions are needed because all ordinances must meet the minimum standards as set forth by state law. In addition, it is essential that land use ordinances be consistent with the recommendations of the Comprehensive Plan. The Comprehensive Plan provides the legal basis for enacting the ordinances, and their consistency with the plans, goals, and policies will be a major consideration in the event that the ordinances are subject to a legal challenge.

The Town of Appleton has identified several specific needs and concerns that will be addressed in the land use ordinance. The land use ordinance will be amended to: (1) create a more user-friendly application and permitting process; (2) assign more responsibility to code enforcement for review and approval; and (3) develop clearer and more consistent guidelines for obtaining approval.

Enforcement

The value of any ordinance is dependent on how well it is enforced. In order to achieve better enforcement, two issues are of importance: (1) the education of residents as to the requirements of local and state regulations, and (2) providing for adequate hours for the code enforcement officer to ensure that compliance is taking place. The key to adequate and successful enforcement is providing the code enforcement officer with the proper legal language and definitions within the land use ordinance. The success of any ordinance depends on the ability of the code enforcement officer to enforce the ordinance and support of the code enforcement department by management and elected officials.

Summary

This Comprehensive Plan lays out a framework by which Appleton, over the next decade, can address issues of concern to residents. Some well thought out land use ordinance revisions may (and probably should) ultimately result, but they will each be subject to a vote at a future town meeting. Because this document is a plan, it will require revision to recognize new data, to respond to new trends, and to react to new realities. It is, therefore, only a starting point.

Current land uses and town land use related ordinances are described in this chapter. The proposed land use plan suggests an orderly framework for development and related municipal service facilities to reduce public expenditures, promote affordable housing, protect the local economy, and preserve natural resources. If current development trends continue without appropriate land use regulations, Appleton could lose the character, traditional natural resource based economy and rich heritage of our community. The proposed land use plan balances affordable housing concerns by recommending smaller minimum lot sizes in village areas while seeking to protect natural resources in rural portions of the town through conservation easements and conservation subdivisions.

It should be remembered that this plan is not an ordinance, but a guide for Appleton's future. As such, it contains many recommendations. Any ordinance arising from the recommendations contained herein would require approval by a majority of the voters at a town meeting.

Successful implementation of the policies recommended in this plan will require the cooperation and increased participation of townspeople in their local government. Both existing and new committees will require participation by a broad segment of the town's population.

Goal

1. To encourage orderly growth and development in appropriate areas of each community, while protecting rural character, making efficient use of public services and preventing development sprawl.

Policies

1. Revise land use regulations as deemed appropriate by the will of the voters.

2. Ensure existing and proposed land use ordinances are consistent with the Comprehensive Plan.
3. Consider shared land use standards with neighboring communities.
4. Preserve Appleton's open spaces: agricultural land, fields, forests, unique natural areas and wildlife habitat.
5. Direct future residential growth to specific areas of town that already have a community atmosphere.
6. Ensure that future residential and commercial development has minimal visual and environmental impact; preserve the town's most valuable scenic views and skylines.
7. Maintain and encourage sustainable use (production) on Appleton's working farms and forests.

Recommendations/Implementation Strategies

Note: Recommendations, also known as Implementation Strategies, proposed in this Comprehensive Plan are assigned a responsible party and a timeframe in which to be addressed. *Ongoing* is used for regularly recurring activities; *Immediate* is used for strategies to be addressed within two years after the adoption of this Comprehensive Plan; and *Long Term* is assigned for strategies to be address within ten years.

1. Draft a Land Use Ordinance consistent with the goals, guidelines, and proposed land use districts of this Comprehensive Plan (see Proposed Land Use section of this chapter) (Land Use Ordinance Committee, Selectmen, Town Voters) Immediate.
2. Amend Subdivision Ordinance and Site Plan Review Ordinance consistent with the goals, guidelines, and proposed land use districts of this Comprehensive Plan (Land Use Ordinance Committee, Selectmen, Town Voters) Immediate.
3. Provide neighboring communities with information on development, planning initiatives or changes in land use ordinances that may impact neighboring communities, in order to solicit opinions and suggestions from those communities (Town Clerk) Ongoing.
4. Consider the establishment of a fund to assist in critical conservation purchases or stewardship endowments. At a minimum, the key rural assets identified will be made known to conservation organizations to guide their prioritization (Conservation Committee, Selectmen, Town Voters) Immediate.
5. Study and consider the implementation of growth caps in the subdivision ordinance to minimize undue financial burden to the town (Land Use Ordinance Committee, Planning Board, Selectmen, Town Voters) Immediate.

6. Regularly review and update the existing ordinances to ensure their consistency with state and federal laws, local needs and the intent of the Comprehensive Plan (Land Use Ordinance Committee, Planning Board, Selectmen) Ongoing.
7. Educate and encourage landowners to place their lands in Tree Growth, Farmland Protection and/or Open Space tax classifications. Inform landowners about programs, which assist with forest management costs, including cost sharing for management plans, woods roads development, thinning, pruning and regeneration. Educate landowners (especially new ones) about existing town and state ordinances and permitting requirements; tighten enforcement of existing regulations; ensure adequate penalties to deter violations (Conservation Committee, Planning Board) Ongoing.
8. (a) List and prioritize special areas to be preserved due to their scenic beauty, agricultural value, wildlife habitat, etc. (b) Aggressively pursue the establishment of conservation easements and other protection methods on priority properties. Areas of concern include Appleton Ridge (scenic and agricultural value), the entire St. George River, Sennebec Pond corridor, Pettengill Stream corridor, the northwestern quadrant of town that encompasses the Cedar Swamp, and the Mill Pond (Conservation Committee, Selectmen) Long term.
9. Investigate the development of a land use ordinance for residential and commercial development that requires preservation of significant open space to offset the effects of the developed land area (Land Use Committee) Immediate.
10. Investigate the possibility of establishing a setback requirement (below the ridgeline) for Appleton Ridge properties in order to preserve scenic views (Land Use Committee) Immediate.
11. Investigate establishment of a scenic easement on Appleton Ridge, and providing incentives to landowners to maintain views (Land Use Committee) Immediate.
12. Investigate and pursue all possibilities for protection of high priority areas (i.e. Cedar Swamp) including acquisition, conservation easements, etc. Committee should submit a report of their findings with their recommendations for action to the town after a period of three to six months (Conservation Committee, Selectmen) Long term.

REGIONAL COORDINATION

While a comprehensive plan focuses on the major issues facing an individual town, the plan must also consider regional issues. Regional growth has impacted Appleton. With limited businesses and services, the town is dependent upon neighboring communities. Appleton is interrelated to area communities on such issues as economics, natural resources and social relationships. Realizing that Appleton is affected by and has an effect on neighboring and area municipalities, the town has identified several important issues and shared resources that will require a regional or inter-local approach to ensure their continued success. Principal regional issues from the preceding chapters are summarized here. See the individual chapters for more detail and for recommendations also known as implementation strategies.

Local Land Use Regulations

Appleton is bordered by Montville to the north, Searsmont to the northeast, Hope to the southwest, Union to the south, Washington to the west, and Liberty to the northwest. The northwest and northeast borders of town also mark the border between Knox and Waldo Counties. Of these surrounding municipalities, Hope, Searsmont, and Union have zoning beyond the shoreland areas. There are no apparent conflicts with the land use zones in the areas of surrounding towns that border Appleton

All lakes, great ponds, rivers, streams, brooks and the coastline in Maine are subject to shoreland zoning. Resource protection, stream protection and residential zones are designated in the shoreland zones of Appleton. There are several great ponds in Town, the largest of which include Sennebec Pond (shared with Union), Pettengill Pond, Mill Pond, and Newbert Pond. Major rivers and streams include: St. George River, Allan Brook, Pettengill Stream, Harriet Brook, and Dead River.

The town's ability to protect identified environmentally sensitive areas is limited to those portions within the town's own boundaries. An area that is proposed in one community might conflict with a bordering area in another community. An example would be a resource protection/production district in one town that is abutted by a heavy industrial district in another community.

Due to the Land Use Planning and Regulation Act, and increased development, area communities are making tough choices and planning for their futures. It is important to remember that some decisions are not town specific, but will affect other communities. It is desirable for Appleton to contact its neighboring municipalities to find out what are their proposed districting plans. A dialogue could begin to mediate any potential differences. Continued contact between area planning boards could be one way to solve any future districting conflicts. See the Land Use Chapter for analysis and recommendations on these issues.

Water Resources

In general, there are often four main regional water resource issues facing Midcoast communities: ground water resources, shared watersheds, and the phosphorous concentration of lakes and ponds. See the accompanying map to locate water resources.

Appleton shares major aquifers (areas of high ground water yield) with the neighboring communities of Liberty and Searsmont. Protection of ground water quality ought to be addressed through cooperation among municipal governments.

The St. George River begins in Liberty and flows through the towns of Montville and Searsmont before it reaches the Town of Appleton. This river runs through town and eventually empties into Sennebec Pond. The St. George River continues on the Union side of Sennebec Pond and after passing through Warren and Thomaston ultimately enters the Atlantic Ocean. The river is used by area canoeists, fishermen, trappers and others for recreational purposes. It is also a haven for migratory waterfowl and other birds, fish and wildlife.

The Pettengill Stream originates in Appleton and empties into the Medomak River in Union. A large wetland of approximately 750 acres abuts the Pettengill Stream. The marsh and stream are a haven for waterfowl, fish, beavers, deer and other wildlife.

The Sennebec Pond lies on the Union - Appleton town border, with each town having approximately half (250 acres) of the surface area. This important body of water is used by residents from both towns and the surrounding area for recreational and aesthetic pleasures. It is also an important habitat for fish, birds and wildlife. The St. George River flows into and out of Sennebec Pond.

Stormwater runoff anywhere in a watershed may affect water quality in rivers and their tributaries. A town may be affected by development in a portion of a watershed outside of its boundaries. The Town shares watersheds with all of the neighboring towns. Appleton might consider reviewing its own watershed protection measures, e.g. to incorporate into land use ordinances and coordinate those standards with neighboring towns.

The Maine Department of Environmental Protection does not have any mapped or unmapped discharges listed for Appleton, Hope and Union. If there are locally known discharges, state assistance to low-income homeowners to remedy such discharges and/or repair and replace failing wells or septic systems, is available through funding from DECD and MDEP.

See the Natural Resources Chapter for analysis and recommendations on these issues.

Regional Transportation Issues

Roads

As a community with mostly small-scale and home based business enterprises, there are limited employment opportunities and services. Thus many Appleton residents often travel to other

communities for employment and shopping. Residents are on a daily basis affected by the condition of arterials and state collector roads, including SR 105 and SR 131, which pass through and link the town. It is important that Appleton represents its interests by continuing to participate in regional transportation planning efforts.

The Regional Transportation Advisory Committee produced a regional advisory report that prioritizes regional issues and concerns that Maine DOT ought to address in its project and maintenance schedules. The report can be requested from Maine DOT. While Appleton is not specifically mentioned in the report, issues of improving SR 131 are addressed.

Airports

There are no airports in Appleton. See the Transportation Chapter for a list of regional airports.

Rail

There are no rail lines in Appleton or active rail service in neighboring towns. Rockland, Thomaston and Warren have a rail line that services limited freight needs, including those of Dragon Cement, and intermittent seasonal tourist travel to Brunswick, with connecting service to Portland and Boston. Depending on the cost effectiveness, year-round passenger service may become a long term objective of Maine DOT and those communities with rail lines.

See the Transportation Chapter for analysis and recommendations on these issues.

Shared Services

Appleton shares services with adjoining towns in several ways.

Schools

In 1998, the Appleton School Department joined with four adjoining towns to create the Five Towns CSD of Appleton, Camden, Hope, Lincolnville, and Rockport. Before then Appleton was a member of SAD 28. The CSD built the Camden Hills Regional High School. This new school has attracted a number of families to Appleton, since the town is one of the more affordable communities in the CSD. Between 2000 and 2001, the number of Kindergarten through 8th grade students in Appleton increased 7%. Appleton Village School is a public school operated by the Appleton School Department. The school provides for the education of pupils in grades K through 8. Appleton resident pupils in grades 9 - 12 attend the Camden Hills Regional High School.

Fire, Police and Ambulance Services

Appleton has a volunteer fire department with state-certified firefighters and emergency medical technicians. However, the Town also relies on surrounding towns for mutual aid support for fire protection services. The State Police and the County Sheriff's office provide police protection. The Town contracts with Union Ambulance Service. Greater regional involvement in ambulance

provision may be needed to maintain adequate service, as well as taking a more regional approach to disaster response planning.

Refuse and Recycling

Appleton contracts for refuse services with Tri-County Solid Waste. Solid waste disposal is one of the immediate issues, both on an environmental and fiscal level, facing communities today. Changes in state laws have made it very difficult and expensive for municipalities to continue to use or create new landfills. Municipalities have relatively few options available to them and existing options are significantly more expensive. The increase in the cost of solid waste disposal is expected to continue in the short term, as there are few viable inexpensive alternatives.

Recycling is one option available to municipalities that has the potential of decreasing solid waste disposal costs. Currently, Appleton has a recycling program that is run in conjunction with the Camden, Rockport, Lincolnville and Hope transfer station. The town is trying to increase the capacity and efficiency of the existing recycling program.

The Tri-County Solid Waste Management Organization consists of the following towns: Appleton, Liberty, Union, Somerville and Washington. In addition to a recycling facility, the organization has a transfer station used by member communities. By working with neighboring communities, the overall costs of solid waste disposal should decrease. This arrangement allows communities some degree of oversight in their solid waste management practices. At the present time, Appleton plans to continue its membership in the Tri-County Solid Waste Management Organization.

See the Public Facilities Chapter for analysis and recommendations on these issues.

Regional Affordable Housing

The need for affordable housing is seen region wide, especially as housing costs increase at a faster rate than incomes. While the Maine State Housing Authority lists housing in Appleton as unaffordable to median income households, Appleton does provide more affordable housing as a proportion of total housing in town than does the region as a whole, and so the town is in part serving the region's needs. Appleton has become an even more desirable place to live for people who work along the coast. This is not surprising given that the value of coastal properties in the Midcoast. In short, there has been an increased demand in the local housing market, which has increased property values, and property tax valuations in Appleton. See the Housing Chapter for a discussion of these issues and for recommendations

Regional Employment

Simply stated, the major economic issue region wide is the need to create more well paying jobs that will provide an incentive for young persons to remain in the area, and give them the resources to afford the rising costs of housing. Eastern Maine Development Corporation is the regional organization charged with economic development assistance in Knox and Waldo

Counties. Assistance for businesses can also be sought through the Small Business Association, University of Maine Cooperative Extension, and private non-profit agencies.

Appleton is in good measure dependent on surrounding municipalities for jobs. Many residents commute to jobs in Belfast, Augusta and Rockland.

Some of the issues involving the local economy and local employment opportunities have been discussed in the Economy Chapter of this Plan. One issue that was identified is the small numbers of local employers in Appleton. If expansion of local employment opportunities is a goal for the community, then some type of attraction effort must occur as Appleton is at a competitive disadvantage with other communities when it comes to amenities and services desired by some employers.

A town has the option of trying to market itself as a single entity, or it can join with other communities and take a regional or sub-regional approach. The advantage of a single town effort is an increase in the town's tax base. Local employment gains may vary as there is no guarantee that new jobs will be given to local citizens. The disadvantages to a direct marketing effort by a community, particularly smaller rural towns, are the significant amount of funds needed for the effort and lack of services and amenities when compared to larger towns and cities.

Some positive aspects of new employers, most notably wages paid to employees do not stop at town boundaries. An employee who works in Town X, lives in Town Y and shops in Town Z will probably spend money in all three towns. Due to the multiplier effect, these funds will be spent and re-spent in the community and surrounding area. Thus, wages that are paid in one community will not stay within that community.

One way for Appleton to maximize any efforts to attract new employers to the area will be to contact neighboring communities and see if there is any interest in an inter-local approach. Any inter-local efforts must be acceptable to the townspeople and not alter or negatively affect the Town of Appleton. Responsibility for these discussions could be left to the newly formed Economic Development Committee. See the Economy Chapter for analysis and recommendations on these issues.

Summary

Comprehensive planning recognizes the importance of regional cooperation for land use, the economy and the environment. The land uses in one community can impact another community, particularly when that land use is located near the boundaries of the town. As indicated in the Natural Resources Chapter of the plan, the town should attempt to develop compatible resource protection standards with nearby communities. Most town residents depend on the region for employment and for consumer needs. Cost savings for public services are accomplished through regional cooperation. Currently the town realizes savings in the education of its students, in police and fire protection, ambulance service and waste management. Seeking improvements in these arrangements and other services should continue.

SURVEY RESULTS

[To be added by the Appleton Comprehensive Plan Committee.]